

**PLANNING COMMISSION AND CITY COUNCIL MEETINGS**

February 14, 2024 - Planning Commission Public Hearing  
Resolution LP24-0001  
Staff Report and Attachments  
Presentation  
Affidavit of Notice of Hearing

December 18, 2023 - City Council Work Session  
Staff Report and Attachments  
Presentation  
Action Minutes

December 13, 2023 - Planning Commission Work Session  
Staff Report and Attachments  
Presentation  
Minutes Excerpt

September 18, 2023 - City Council Work Session  
Staff Report and Attachments  
Presentation  
Action Minutes

September 13, 2023 - Planning Commission Work Session  
Staff Report and Attachments  
Presentation  
Minutes Excerpt

**PUBLIC ENGAGEMENT**

Summary of Feedback from Coffee Creek Form-Based Code Focused Discussions  
2023 Focus Group Dates: September 7, July 27, July 24, July 20

**COMMENTS/ARTICLES**

None Received



**PUBLIC HEARING**

2. Coffee Creek Code Amendments (Luxhoj) (45 minutes)

**PLANNING COMMISSION  
RESOLUTION NO. LP24-0001**

**A RESOLUTION OF THE CITY OF WILSONVILLE PLANNING COMMISSION RECOMMENDING THE WILSONVILLE CITY COUNCIL AMEND THE TEXT OF THE DEVELOPMENT CODE TO MAKE MINOR MODIFICATIONS TO THE COFFEE CREEK INDUSTRIAL DESIGN OVERLAY DISTRICT STANDARDS.**

WHEREAS, in 2018, the City adopted Ordinance No. 812, which amended Section 4.134 of the Wilsonville Development Code and adopted the Coffee Creek Industrial Design Overlay District Form-based Code and Pattern Book to create standards supporting development of employment lands in the Coffee Creek Industrial Area; and

WHEREAS, to facilitate a predictable and timely process for reviewing industrial development applications in Coffee Creek, two land use review tracks were established, including Class 2 Administrative Review of applications meeting all the clear and objective standards of the Form-based Code, and Development Review Board review of applications requesting one or more waivers to the standards; and

WHEREAS, the City also modified procedures governing City Council review of annexations and Zone Map amendments in Coffee Creek to allow for City Council review of the requests without prior review or recommendation by the Development Review Board, thus facilitating concurrent processing with other related development permit applications for a project, such as Stage 1, Stage 2, Site Design Review, etc.; and

WHEREAS, when adopted, the Form-based Code standards and review process was subject to a pilot period of three completed development applications or five years, whichever came first; and

WHEREAS, during the pilot period, certain metrics were to be tracked including, but not limited to, number and type of requested waivers, time to approval, and quantity of testimony at public hearing or via other means; a survey of applicants was to be conducted upon conclusion of the land use review process to gain feedback from a customer service standpoint; and nearby citizens, if any, were to be surveyed to understand any questions or concerns about the Administrative Review process; and

WHEREAS, the conclusion of the pilot period would allow an opportunity to modify the Form-based Code standards and implementation process, as needed, to ensure that they meet the overall objective of providing a clear development review process that fosters the creation of a connected, high-quality employment center in Coffee Creek; and

WHEREAS, as of 2023, both pilot period milestones had been achieved, with four completed industrial development projects in various stages of construction throughout the Coffee Creek area within five years of adoption of the Form-based Code and Pattern Book; and

WHEREAS, in 2023, in accordance with the pilot period guidance, the City initiated review of the Coffee Creek standards in Section 4.134 to determine whether modifications are warranted to the standards, process, or both; and

WHEREAS, no public comments were received and no testimony was presented at public hearing for any of the four industrial development projects; and

WHEREAS, none of the applications were processed as an Administrative Review and, therefore, no nearby citizens expressed any questions or concerns about the process; and

WHEREAS, the assessment included a review of the timeline to land use approval for the four completed development projects in Coffee Creek, a compilation of types of waivers to the Form-based Code standards requested by applicants that triggered review by the Development Review Board, and focused discussions with applicants and their consultant teams to gain feedback from a customer service standpoint about the Form-based Code and understand in more depth which of the standards could more closely align with current and future needs of prospective industrial users in the Coffee Creek area; and

WHEREAS, based on this review, the City determined that modification of the land use review tracks and process for application review is not needed, but minor modifications to the standards are warranted to make compliance more achievable for applicants, thus enabling applicants to use the Class 2 Administrative Review track for development that meets all the clear and objective standards; and

WHEREAS, at work sessions in September and December 2023, the Planning Commission and City Council were presented with information about the Coffee Creek Assessment, and



reviewed and provided input on recommended Code amendments to achieve the objectives outlined above; and

WHEREAS, minor modifications to the Form-based Code standards of Section 4.134 will make compliance more achievable for applicants, streamline development review in the Coffee Creek Industrial Design Overlay District, and provide clarity for applicants, staff, and the public while not compromising the City's ability to continue creating a connected, high-quality employment center in Coffee Creek; and

WHEREAS, the Planning Commission has the authority to review and make recommendations to City Council regarding legislative changes to the Development Code pursuant to Sections 2.322 and 4.032; and

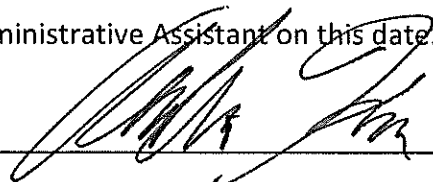
WHEREAS, following the timely mailing, posting, and publication of the required notice, the Planning Commission conducted a public hearing on February 14, 2024, to review the proposed Development Code amendments, and to gather additional testimony and evidence regarding the proposed amendments; and

WHEREAS, the Planning Commission has duly considered the subject, including the staff recommendation and all the exhibits and testimony introduced and offered by all interested parties.

NOW, THEREFORE, THE CITY OF WILSONVILLE PLANNING COMMISSION RESOLVES AS FOLLOWS:

- Section 1. The Wilsonville Planning Commission does hereby adopt the Planning Staff Report and Attachments (attached hereto as Exhibit A), as presented at the February 14, 2024 public hearing, including the findings and recommendations contained therein.
- Section 2. The Planning Commission does hereby recommend that the Wilsonville City Council adopt the proposed amendments to the Wilsonville Development Code.
- Section 3. Effective Date. This Resolution is effective upon adoption.

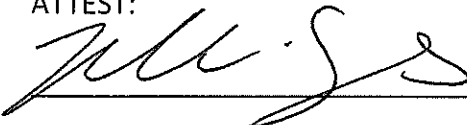
ADOPTED by the Wilsonville Planning Commission at a regular meeting thereof this 14<sup>th</sup> day of February, 2024, and filed with the Planning Administrative Assistant on this date.



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PLANNING COMMISSION CHAIR KARR

ATTEST:



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Mandi Simmons, Administrative Assistant III

SUMMARY OF VOTES:

Andrew Karr, Chair

Ronald Heberlein, Vice-Chair

Matt Constantine

Nicole Hendrix

Sam Scull

Yana Semenova

Jennifer Willard

EXHIBITS:

- A. Staff Report and Attachments



**PLANNING COMMISSION MEETING  
STAFF REPORT**

<b>Meeting Date:</b> February 14, 2024		<b>Subject:</b> Coffee Creek Code Amendments	
		<b>Staff Members:</b> Cindy Luxhoj AICP, Associate Planner	
		<b>Department:</b> Community Development	
<b>Action Required</b>		<b>Advisory Board/Commission Recommendation</b>	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input checked="" type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda		<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable	
		<b>Comments:</b> N/A	
<b>Staff Recommendation:</b> Adopt Resolution No. LP24-0001 recommending adoption of Development Code amendments that make minor modifications to the Coffee Creek Industrial Design Overlay District standards in Section 4.134.			
<b>Recommended Language for Motion:</b> I move to adopt Resolution No. LP24-0001.			
<b>Project / Issue Relates To:</b>			
<input checked="" type="checkbox"/> <b>Council Goals/Priorities:</b> Attract high-quality industry and increase investment in industrial areas	<input checked="" type="checkbox"/> <b>Adopted Master Plan(s):</b> Coffee Creek Master Plan	<input type="checkbox"/> Not Applicable	

**ISSUE BEFORE COMMISSION:**

Staff will present for the Commission’s consideration proposed Development Code amendments to more closely align the standards of the Coffee Creek Industrial Design Overlay District in Section 4.134 with current and future needs of prospective industrial users while not compromising the City’s ability to continue creating a connected, high-quality employment center in Coffee Creek.

**EXECUTIVE SUMMARY:**

At the September 13 and December 13, 2023 Planning Commission work sessions, staff presented the results of the assessment of the Coffee Creek Industrial Design Overlay District form-based code (FBC) and recommended minor modifications to the standards to make compliance more achievable for applicants. The objective of the Code amendments is to enable applicants to use the Class 2 Administrative Review track while not compromising the City’s ability to continue creating a connected, high-quality employment center in Coffee Creek.

Specifically, staff identified the following nine standards in Table CC-3 and Table CC-4 of Subsection 4.134 (.11) to which minor modifications are warranted, as summarized below:

- **Table CC-3: Site Design**
  - Parcel Access: Parcel Driveway Width – Modify to include two driveway width maximums, one for trucks and one for passenger vehicles
  - Parcel Pedestrian Access: Parcel Pedestrian Access Width – Modify to limit where an access width of eight feet is required
  - Parking Location and Design: Parking Location and Extent – Modify to eliminate the parking bay limitation and require 50% of spaces to be designated for short-term uses
  - Grading and Retaining Walls: Maximum Height; Retaining Wall Design – Modify to increase allowed height of walls not visible from adjacent streets and clarify meaning of “horizontal offset” by providing explanatory text
- **Table CC-4: Building Design**
  - Primary Building Entrance: Accessible Entrance; Required Canopy – Modify to increase the allowed adjustment for canopy height from 10% to 20% and add a footnote to Table CC-4 to allow corresponding reduction in minimum height of the primary building entrance and ground floor when an applicant elects to use the allowed adjustment to reduce required canopy height
  - Overall Building Massing: Allowance of Primary Building Entrance; Ground Floor Height – Modify to add a footnote allowing reduction in height of building entrance and ground floor corresponding to canopy height reduction
  - Overall Building Massing: Base Design – Add “and/or” after “finish” under (a.) to clarify the intent of the standard

The final draft of the proposed Code amendments is included in Attachment 1. These incorporate minor modifications to the standards based on feedback from stakeholders and comments received by Planning Commission and City Council at work sessions in fall 2023.

**EXPECTED RESULTS:**

Recommendation to the City Council to adopt the Development Code amendments to make compliance with the Class 2 Administrative Review process more achievable for applicants in the Coffee Creek Industrial Design Overlay District.

**TIMELINE:**

This item is scheduled for public hearing with the City Council on March 4, 2024, pending the Commission's recommendation. Second reading is scheduled for March 18, 2024.

**CURRENT YEAR BUDGET IMPACTS:**

Funding for the Coffee Creek Code Assessment work is allocated in the FY2023-24 Planning Division budget.

**COMMUNITY INVOLVEMENT PROCESS:**

The Coffee Creek Master Plan, as well as the Coffee Creek Industrial Design Overlay District drafting and review process, included comprehensive community involvement to gather input. For the current Coffee Creek Code Assessment project, staff has focused on gathering input from recent applicants and their consultant teams to inform the evaluation and provide input on the process and standards to inform the recommended Code amendments.

**POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:**

Refinement of the Coffee Creek FBC to facilitate future development while continuing to create the desired connected, high-quality employment center envisioned in the Master Plan will result in efficiencies for future industrial users, as well as inform planning for the Basalt Creek industrial area to the north, which will benefit all members of the Wilsonville community who live nearby and work in these industrial areas.

**ALTERNATIVES:**

Alternatives include:

- Adopt the proposed amendments.
- Make no minor modifications to the Coffee Creek Industrial Design Overlay District standards.
- Propose alternative modifications to the Coffee Creek Industrial Design Overlay District Code standards.
- Modify the Coffee Creek Industrial Design Overlay District standards related to the land use review process for applicants.

**ATTACHMENTS:**

1. Development Code Amendments
2. LP24-0001 Compliance Findings
3. LP24-0001 Planning Commission Record

**LP24-0001: Proposed Development Code Edits – February 2024**

Proposed added language **bold underline**. Proposed removed language ~~struck through~~.

**Section 4.134. Coffee Creek Industrial Design Overlay District.**

(.11) *Development Standards Table*. Areas bounded by Addressing Streets, Supporting Streets and Through Connections shall be designated as a Parcel and subject to the Development Standards in Tables CC-1 through CC-4.

Table CC-3: Site Design			
	Addressing Streets	Supporting Streets	Through Connections
<b>1. Parcel Access</b>			
General	Unless noted otherwise below, the following provisions apply: <ul style="list-style-type: none"> <li>• Section 4.177(.02) for street design;</li> <li>• Section 4.177(.03) to (.10) for sidewalks, bike facilities, pathways, transit improvements, access drives &amp; intersection spacing.</li> </ul> The following Development Standards are adjustable: <ul style="list-style-type: none"> <li>• Parcel Driveway Spacing: 20%</li> <li>• Parcel Driveway Width: 10%</li> </ul>		
Parcel Driveway Access	Not applicable	Limited by connection spacing standards Parcel Driveway Access may be employed to meet required connectivity, if it complies with Supporting Street Standards for Connection Spacing and Connection Type, see Figure CC-6. Subject to approval by City Engineer	Limited by connection standards for motorized vehicle access. Parcel Driveway Access may be employed to meet required connectivity, if it complies with Through Connection Standards for Connection Spacing and Connection Type, see Figure CC-6. Subject to approval by City Engineer
Parcel Driveway Spacing	Not applicable	150 feet, minimum See Figure CC-6	150 feet, minimum See Figure CC-6
Parcel Driveway Width	Not applicable	24 feet, maximum or complies with Supporting Street Standards <b><u>for primary driveway providing access for passenger vehicles, light delivery, etc.</u></b> <b><u>40 feet, maximum for secondary driveway providing access for heavy delivery vehicles, large trucks, etc.</u></b>	24 feet, maximum or complies with Through Connection Standards <b><u>for primary driveway providing access for passenger vehicles, light delivery, etc.</u></b> <b><u>40 feet, maximum for secondary driveway providing access for heavy delivery vehicles, large trucks, etc.</u></b>
<b>2. Parcel Pedestrian Access</b>			
General	Unless noted otherwise below, the following provisions apply: <ul style="list-style-type: none"> <li>• Section 4.154 (.01) for separated &amp; direct pedestrian connections between parking, entrances, street right-of-way &amp; open space</li> <li>• Section 4.167 (.01) for points of access</li> </ul>		
Parcel Pedestrian Access Spacing	No restriction		

Parcel Pedestrian Access Width	8 feet wide, minimum <b>for pedestrian connections between the primary street frontage and Primary Building Entrance(s).</b>		
Parcel Pedestrian Access to Transit	Provide separated & direct pedestrian connections between transit stops and parking, entrances, street right-of-way & open space.		
<b>3. Parcel Frontage</b>			
Parcel Frontage, Defined	Parcel Frontage shall be defined by the linear distance between centerlines of the perpendicular Supporting Streets and Through-Parcel Connections. Where Parcel Frontage occurs on a curved segment of a street, Parcel Frontage shall be defined as the linear dimension of the Chord.		
Primary Frontage, Defined	The Primary Frontage is the Parcel Frontage on an Addressing Street. If the parcel is not bounded by Addressing Streets, it is the Parcel Frontage on a Supporting Street. See Figure CC-5.		
Parcel Frontage Occupied by a Building	A minimum of 100 feet of the Primary Frontage shall be occupied by a building. The maximum Primary Frontage occupied by a building shall be limited only by required side yard setbacks.	No minimum	
<b>4. Parking Location and Design</b>			
General	<p>Unless noted otherwise below, the following provisions apply:</p> <ul style="list-style-type: none"> <li>• Section 4.155 (03) Minimum and Maximum Off-Street Parking Requirements</li> <li>• Section 4.155 (04) Bicycle Parking</li> <li>• Section 4.155 (06) Carpool and Vanpool Parking Requirements</li> <li>• Section 4.176 for Parking Perimeter Screening and Landscaping—permits the parking landscaping and screening standards as multiple options</li> </ul> <p>The following Development Standards are adjustable:</p> <ul style="list-style-type: none"> <li>• Parking Location and Extent: up to 20 spaces permitted on an Addressing Street</li> </ul>		
Parking Location and Extent	Limited to <del>one double-loaded bay of parking</del> , 16 spaces, maximum, <b>50% of spaces</b> designated for short-term (1 hour or less), visitor, and disabled parking only between right-of-way of Addressing Street and building.	Parking is permitted between right-of-way of Supporting Street and building.	Parking is permitted between right-of-way of Through Connection and building.
Parking Setback	20 feet minimum from the right-of-way of an Addressing Street.	15 feet minimum from the right-of-way of a Supporting Street.	10 feet minimum from the right-of-way of a Through Connection.
Parking Lot Sidewalks	Where off-street parking areas are designed for motor vehicles to overhang beyond curbs, sidewalks adjacent to the curbs shall be increased to a minimum of seven (7) feet in depth.	Where off-street parking areas are designed for motor vehicles to overhang beyond curbs, planted areas adjacent to the curbs shall be increased to a minimum of nine (9) feet in depth.	
Parking Perimeter Screening and Landscaping	Screen parking area from view from Addressing Streets and Supporting Streets by means of one or more of the following: a. General Landscape Standard, Section 4.176 (.02) C. b. Low Berm Standard, Section 4.176 (.02) E., except within 50 feet of a perpendicular Supporting Street or Through Connection as measured from the centerline.		Screen parking area from view from Through Connections by means of a. Low Screen Landscape Standard, Section 4.176(.02) D., or b. High Screen Landscaping Standard, Section 4.176(.02)F., or

		c. High Wall Standard, Section 4.176(.02)G., or d. Partially Sight-obscuring Fence Standard, Section 4.176(.02)I.
Off-Street Loading Berth	One loading berth is permitted on the front façade of a building facing an Addressing Street. The maximum dimensions for a loading are 16 feet wide and 18 feet tall. A clear space 35 feet, minimum is required in front of the loading berth. The floor level of the loading berth shall match the main floor level of the primary building. No elevated loading docks or recessed truck wells are permitted. Access to a Loading Berth facing an Addressing Street may cross over, but shall not interrupt or alter, a required pedestrian path or sidewalk. All transitions necessary to accommodate changes in grade between access aisles and the loading berth shall be integrated into adjacent site or landscape areas. Architectural design of a loading berth on an Addressing Street shall be visually integrated with the scale, materials, colors, and other design elements of the building.	No limitation. Shall meet minimum standards in Section 4.155(.05).
Carpool and Vanpool Parking	No limitation	
<b>5. Grading and Retaining Walls</b>		
General	The following Development Standards are adjustable: • Retaining Wall Design: 20%	
Maximum height	Where site topography requires adjustments to natural grades, landscape retaining walls shall be 48 inches tall maximum <b>when visible from adjacent streets and 60 inches tall maximum when visible only to users from within a site.</b> Where the grade differential is greater than 30 inches, retaining walls may be stepped.	
Required Materials	Materials for retaining walls shall be unpainted cast-in-place, exposed-aggregate, or board-formed concrete; brick masonry; stone masonry; or industrial-grade, weathering steel plate.	
Retaining Wall Design	Retaining walls longer than 50 linear feet shall <b>be tiered</b> , introducing a 5-foot, minimum horizontal offset <b>between the lowest part and upper part(s) of the wall</b> to reduce their apparent mass.	
<b>6. Planting</b>		
General	Unless noted otherwise below, the following provisions apply: • Section 4.176 Landscaping and Screening Standards	
Landscaping Standards Permitted	General Landscape Standard, Section 4.176(.02	General Landscape Standard, Section



	C. Low Berm Standard, Section 4.176(.02)E., except within 50 feet of a perpendicular Supporting Street or Through Connection as measured from the centerline	4.176(.02)C. Low Screen Landscape Standard, Section 4.176(.02)D. Screen loading areas with High Screen Landscaping Standard, Section 4.176(.02)F., and High Wall Standard, Section 4.176(.02)G.	
<b>7. Location and Screening of Utilities and Services</b>			
General	Unless noted otherwise below, the following provisions apply: <ul style="list-style-type: none"> <li>Sections 4.179 and 4.430. Mixed Solid Waste and Recyclables Storage in New Multi-Unit Residential and Non-Residential Buildings</li> </ul>		
Location and Visibility	Site and building service, equipment, and outdoor storage of garbage, recycling, or landscape maintenance tools and equipment is not permitted	Site and building service, utility equipment, and outdoor storage of garbage, recycling, or landscape maintenance tools and equipment is not permitted within the setback	No limitation
Required Screening	Not permitted	High Screen Landscaping Standard, Section 4.176(.02)F. and/or High Wall Standard, Section 4.176 (.02) G.	

<b>Table CC-4: Building Design</b>			
	<b>Addressing Streets</b>	<b>Supporting Streets</b>	<b>Through Connections</b>
<b>1. Building Orientation</b>			
Front Façade	Buildings shall have one designated front façade and two designated side façades. If one of the streets or connections bounding a parcel is an Addressing Street, the front façade of the building shall face the Addressing Street. If two of the streets or connections bounding a parcel are Addressing Streets, the front façade of the building may face either Addressing Street, except when one of the Addressing Streets is Day Road. In that case, the front façade must face Day Road. If none of the bounding streets or connections is an Addressing Street, the front façade of the building shall face a Supporting Street. See Figure CC-5.		
Length of Front Façade	A minimum of 100 feet of the Primary Frontage shall be occupied by a building. The maximum Primary Frontage occupied by a building shall be limited only by required side yard setbacks.		
Articulation of Front Façade	Applies to a Front Façade longer than 175 feet that has more than 5,250 square feet of street-facing façade area: At least 10% of the street-facing façade of a building facing an Addressing Street must be divided into façade planes that are offset by at least 2 feet from the rest of the façade. Façade area used to meet this standard may be recessed behind, or project out from, the primary façade plane.		
<b>2. Primary Building Entrance</b>			
General	The following Development Standards are adjustable: <ul style="list-style-type: none"> <li>Required Canopy: <del>10%</del> <b>20%</b></li> <li>Transparency: 20%</li> </ul>		
Accessible Entrance *	The Primary Building Entrance shall be visible from, and accessible to, an Addressing Street (or a Supporting Street if there is no Addressing Street frontage). A continuous pedestrian pathway shall connect from the sidewalk of an Addressing Street to the Primary Building Entrance with a safe, direct and convenient path of travel that is free from hazards and provides a reasonably smooth and consistent surface consistent with the requirements of Americans with Disabilities Act (ADA). The Primary Building Entrance shall be 15 feet wide, minimum and 15 feet tall, minimum.		

Location	150 feet, maximum from right-of-way of an Addressing Street, see Figure CC-7.	150 feet, maximum from right-of-way of a Supporting Street, if there is no Addressing Street Frontage, see Figure CC-7.	
Visibility	Direct line of sight from an Addressing Street to the Primary Building Entrance.		
Accessibility	Safe, direct, and convenient path from adjacent public sidewalk.		
Required Canopy *	Protect the Primary Building Entrance with a canopy with a minimum vertical clearance of 15 feet and an all-weather protection zone that is 8 feet deep, minimum and 15 feet wide, minimum.		
Transparency	Walls and doors of the Primary Building Entrance shall be a minimum of 65% transparent.		
Lighting	The interior and exterior of the Primary Building Entrance shall be illuminated to extend the visual connection between the sidewalk and the building interior from day to night. Pathway lighting connecting the Primary Building Entrance to the adjacent sidewalk on an Addressing Street shall be scaled to the needs of the pedestrian. Comply with Outdoor Lighting, Section 4.199		
<b>3. Overall Building Massing</b>			
General	The following Development Standards are adjustable: <ul style="list-style-type: none"> <li>• Required Minimum Height: 10%</li> <li>• Ground Floor Height: 10%</li> <li>• Base, Body, and Top Dimensions: 10%</li> <li>• Base Design: 10%</li> <li>• Top Design: 10%</li> </ul>		
Front Setback	30 feet, minimum, except as provided below	30 feet maximum	30 feet maximum
Allowance of Primary Building Entrance *	Where the Primary Building Entrance is located on an Addressing Street it may extend into the required front yard setback by 15 feet maximum provided that: <ol style="list-style-type: none"> <li>It has a two-story massing with a minimum height of 24 feet;</li> <li>The Parcel Frontage on the Addressing Street is limited to 100 feet;</li> <li>The building extension is 65% transparent, minimum;</li> <li>The entrance is protected with a weather-protecting canopy with a minimum vertical clearance of 15 feet; and</li> <li>The standards for site design and accessibility are met.</li> </ol>	Not applicable	Not applicable
Required Minimum Height	30 feet minimum.		
Ground Floor Height *	The Ground Floor height shall measure 15 feet, minimum from finished floor to finished ceiling (or 17.5 feet from finished floor to any exposed structural member).		
Base, Body, and Top Dimensions	Buildings elevations shall be composed of a clearly demarcated base, body and top. <ol style="list-style-type: none"> <li>For Buildings 30 feet in height (unless lower by adjustment): <ol style="list-style-type: none"> <li>The base shall be 30 inches, minimum.</li> <li>The body shall be equal to or greater than 75% of the overall height of the building.</li> <li>The top of the building shall be 18 inches, minimum.</li> </ol> </li> <li>For Buildings between 30 feet and 5 stories in height: <ol style="list-style-type: none"> <li>The base shall be 30 inches, minimum; 2 stories, maximum.</li> <li>The body shall be equal to or greater than 75% of the overall height of the building.</li> </ol> </li> </ol>		

	<ul style="list-style-type: none"> <li>iii. The top of the building shall be 18 inches, minimum.</li> <li>c. For Buildings greater than 6 stories in height: <ul style="list-style-type: none"> <li>i. The base shall be 1 story, minimum, 3 stories, maximum.</li> <li>ii. The body shall be equal to or greater than 75% of the overall height of the building.</li> <li>iii. The top of the building shall be 18 inches, minimum.</li> </ul> </li> </ul>
Base Design	<p>The design of the building Base shall:</p> <ul style="list-style-type: none"> <li>a. Use a material with a distinctive appearance, easily distinguished from the building Body expressed by a change in material, a change in texture, a change in color or finish; <b>and/ or</b></li> <li>b. Create a change in surface position where the Base projects beyond the Body of the building by 1½ inches, minimum; and/or</li> <li>c. Low Berm Landscape Standard, Section 4.176(.02)E.</li> </ul>
Top Design	<p>Building Tops define the skyline.</p> <p>The design of the Building Top shall:</p> <ul style="list-style-type: none"> <li>a. Use a material with a distinctive appearance, easily distinguished from the building Body expressed by a change in material, a change in texture, a change in color or finish; and/ or</li> <li>b. Create a change in surface position where the Top projects beyond, or recesses behind, the Body of the building by 1½ inches, minimum.</li> </ul>
Required Screening of Roof-mounted Equipment	<p>Screen roof-mounted equipment with architectural enclosures using the materials and design of the building Body and/ or the building Top. No roof-mounted equipment shall be visible from an Addressing Street or Supporting Street.</p>

**\* When an applicant elects to use the allowed adjustment to reduce Required Canopy height to less than 15 feet, corresponding reduction in minimum height is allowed for Accessible Entrance, Allowance of Primary Building Entrance, and Ground Floor Height.**

*\*\*No additional changes proposed in this section\*\**

Attachment 2  
 Planning Commission Resolution LP24-0001 Staff Report  
 Compliance Findings

Coffee Creek Code Amendments

<b>Date of Findings:</b>	February 14, 2024
<b>Request:</b>	Amend the Wilsonville Development Code Text to make minor modifications to the Coffee Creek Industrial Design Overlay District standards in Section 4.134.
<b>Affected Properties:</b>	Coffee Creek Industrial Design Overlay District Area
<b>Staff Reviewer:</b>	Cindy Luxhoj AICP, Associate Planner
<b>Staff Recommendation:</b>	<b><u>Recommend adoption</u></b> of the Development Code amendments to the Wilsonville City Council.

**Applicable Review Criteria:**

<b><u>Statewide Planning Goals:</u></b>	
Goal 1	Citizen Involvement
Goal 2	Land Use Planning
Goal 9	Economic Development
<b><u>Wilsonville Comprehensive Plan:</u></b>	
Goal 1.1 and applicable Policy and Implementation Measures	Encourage Public Involvement
Goal 1.2 and applicable Policy and Implementation Measures	Interested, Informed, and Involved Citizenry
Goal 1.3 and applicable Policy and Implementation Measures	Coordinate with Other Agencies and Organizations
Goal 4.1 and applicable Policy and Implementation Measures	Attractive, Functional, Economically Vital Community
<b><u>Development Code:</u></b>	
Section 4.197	Changes and Amendments to Development Code

## Compliance Findings

As described in the Findings below, the request meets the applicable criteria.

### Statewide Planning Goals

#### Citizen Involvement

##### Goal 1

1. As discussed in Findings 4 through 11 below, the citizen involvement processes and requirements established in Wilsonville's Comprehensive Plan consistent with Goal 1 are being followed.

#### Land Use Planning

##### Goal 2

2. The proposed Development Code text amendments support the goal of establishing processes and policy as a basis for making decisions on land use consistent with a Comprehensive Plan.

#### Economic Development

3. By enabling a more streamlined process to approval for applicants while not compromising the City's ability to continue creating high-quality industrial development in Coffee Creek, the proposed Code amendments support the goal of providing economic development opportunities in the community and promoting diversified economic growth.

### Wilsonville Comprehensive Plan-Public Involvement

#### Public Involvement-In General

##### Goal 1.1, Policy 1.1.1.

4. By following the applicable implementation measures (see Findings 5 through 11 below), the City provided opportunities for public involvement encouraging and providing means for involvement of interested parties.

#### Early Involvement

##### Implementation Measure 1.1.1.a.

5. Planning Commission practice is to conduct a minimum of one work session per proposed Development Code revision allowing for early involvement. This item was discussed at the September 13 and December 13, 2023 Planning Commission meetings. Draft versions of the proposed Code amendments have been available on the City's website.

#### Encourage Participation of Certain Individuals, Including Residents and Property Owners

##### Implementation Measure 1.1.1.e.

6. The City encouraged residents, property owners, and other interested parties impacted by the proposed Code amendments to participate as described in Finding 8.

### Procedures to Allow Interested Parties to Supply Information

Implementation Measure 1.1.1.f.

7. The City will afford interested parties the opportunity to provide oral input and testimony during the public hearings. In addition, the City afforded them the opportunity to provide written input and testimony.

### Types of Planning Commission Meetings, Gathering Input Prior to Public Hearings

Implementation Measure 1.1.1.g.

8. Prior to the scheduled public hearing on the proposed Development Code amendments, the Planning Commission held work sessions open to the public on September 13 and December 13, 2023, during which the Planning Commission provided feedback incorporated into the current draft.

### Public Notices for Planning Commission Meetings

Implementation Measure 1.1.1.h.

9. The notice regarding the public hearing clearly indicated the type of meeting.

### User Friendly Information for Public

Policy 1.2.1, Implementation Measures 1.2.1.a., b., c.

10. The published mailings and notices provided user-friendly information about the purpose, location, and nature of the meetings. The mailings widely publicized different ways for impacted parties to participate. The information given to impacted parties gave access to the information on which the Planning Commission will base their decision. Staff provided contact information to potentially impacted parties and answered questions raised throughout the project.

### Coordinate Planning Activities with Affected Agencies

Implementation Measure 1.3.1.b.

11. The proposed Development Code amendments will have limited or no impact to other agencies.

## **Wilsonville Comprehensive Plan-Land Use and Development**

### Simplify and Streamline Planning and Zoning Review Process

Policy 4.1.1, Implementation Measures 4.1.1.d.

12. The proposed Development Code amendments give careful consideration to the current and future needs of prospective industrial users in the Coffee Creek Industrial Area by making minor modifications to some standards that have needed waivers and required Development Review Board review of development applications. The Code amendments are designed to enable applicants to more easily meet the clear and objective standards of the form-based code, thus facilitating their use of the Class 2 Administrative Review track, a shorter and more streamlined process to approval. The Code amendments accomplish this

objective while not compromising the City's ability to continue creating a connected, high-quality employment center in Coffee Creek.

#### Minimize Deterrents to Desired Industrial Development

Implementation Measure 4.1.1.e.

13. The proposed Development Code amendments attempt to minimize deterrents to desired industrial development by making minor modifications to the form-based code standards, with the objective of reducing the need for waiver requests, thus enabling applicants to use the Class 2 Administrative Review track, a shorter and more streamlined process to approval.

#### Maintain High-Quality Industrial Development

Policy 4.1.3, Implementation Measure 4.1.3.b.

14. The proposed Development Code amendments do not compromise the City's ability to continue creating high-quality industrial development in Coffee Creek that enhances the livability of the area and promotes diversified economic growth and a broad tax base.

### **Wilsonville Development Code-Amendments to the Code**

#### Planning Commission Public Hearing, Recommendation to City Council

Subsection 4.197 (.01) A.

15. The Planning Commission will conduct a public hearing and then, by resolution, forward Findings and a recommendation to the Wilsonville City Council within the allowed 40-day timeframe.

#### Findings Required: Compliance with Procedures of 4.008

Subsection 4.197 (.01) B. 1., Section 4.008, Sections 4.009 through 4.024 as applicable

16. The City mailed notices to affected properties and published/posted notices consistent with established procedures for legislative actions. The City produced written Findings of fact regarding the application in this document for adoption by the Planning Commission. The City also published the Findings and other elements a week prior to the Public Hearing as required by law.

#### Findings Required: Compliance with Goals, Policies, and Objectives of Comprehensive Plan

Subsection 4.197 (.01) B. 2.

17. Findings 4 through 14 above provide Findings related to the applicable goals, policies, objectives, and implementation measures of Wilsonville's Comprehensive Plan.

#### Findings Required: No Conflict with Over Code Provisions

Subsection 4.197 (.01) B. 3.

18. While drafting the Code amendments staff took care to ensure the proposed Code changes do not conflict with or endanger other provisions of the Development Code.

Findings Required: Compliance with Statewide Land Use Planning Goals, State Rules and Statutes, Federal Statutes  
Subsection 4.197 (.01) B. 4.-5.

19. Findings 1 through 3 above provide Findings related to compliance with the applicable Statewide Land Use Planning Goals as well as applicable State statutes.

Affirmative Findings Required  
Subsection 4.197 (.03)

20. Findings 1 through 20 provide the required affirmative Findings on which a recommendation can be made to City Council for adoption of the requested amendments to the Wilsonville Development Code.



**PLANNING COMMISSION AND CITY COUNCIL MEETINGS**

February 14, 2024 - Planning Commission Public Hearing  
Resolution LP24-0001 (*included above, adoption pending*)  
Staff Report and Attachments (*included above, adoption pending*)  
Presentation (*not included at this time*)  
Affidavit of Notice of Hearing

December 18, 2023 - City Council Work Session  
Staff Report and Attachments  
Presentation  
Action Minutes

December 13, 2023 - Planning Commission Work Session  
Staff Report and Attachments  
Presentation  
Minutes Excerpt

September 18, 2023 - City Council Work Session  
Staff Report and Attachments  
Presentation  
Action Minutes

September 13, 2023 - Planning Commission Work Session  
Staff Report and Attachments  
Presentation  
Minutes Excerpt

**PUBLIC ENGAGEMENT**

Summary of Feedback from Coffee Creek Form-Based Code Focused Discussions  
2023 Focus Group Dates: September 7, July 27, July 24, July 20

**COMMENTS/ARTICLES**

None Received

The Coffee Creek Code Amendments (LP24-0001)  
Record can be found on the February 14, 2024  
Planning Commission meeting page, in the “Agenda  
Packet” (<https://www.ci.wilsonville.or.us/bc-pc/page/planning-commission-73>)



# Coffee Creek Code Amendments

Planning Commission Public Hearing

February 14, 2024

Presented by: Cindy Luxhoj AICP, Associate Planner

# Coffee Creek Assessment Steps

## May to August 2023

- Reviewed timeline to land use approval and requested waivers to form-based code standards.
- Conducted focused discussion with applicants and consultant teams.

## September to December 2023

- Identified minor modifications to form-based code standards to make compliance more achievable for applicants.
- Sought direction at Planning Commission and City Council work sessions.

## January to March 2024

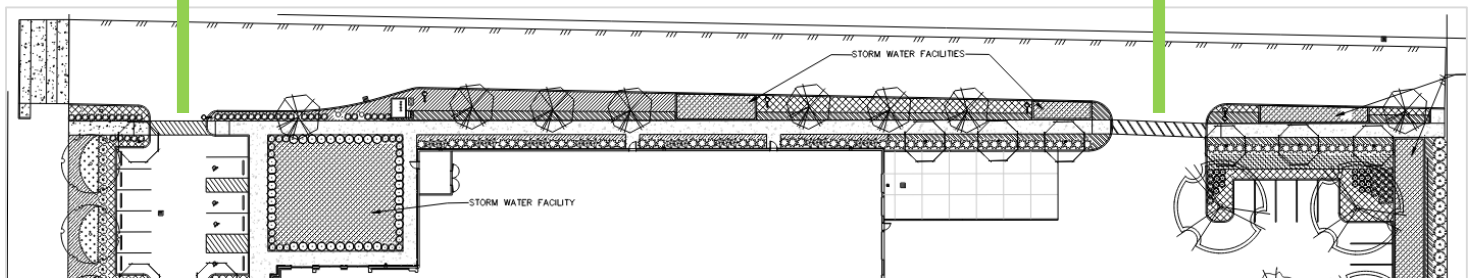
- Finalized proposed Development Code amendments.
- Planning Commission and City Council public hearings and adoption.

# Proposed Code Amendments

- Table CC-3: Site Design
  - Parcel Driveway Width
  - Parcel Pedestrian Access
  - Parking Location and Extent
  - Retaining Wall Height and Design
- Table CC-4: Building Design
  - Required Canopy
  - Building Base Design

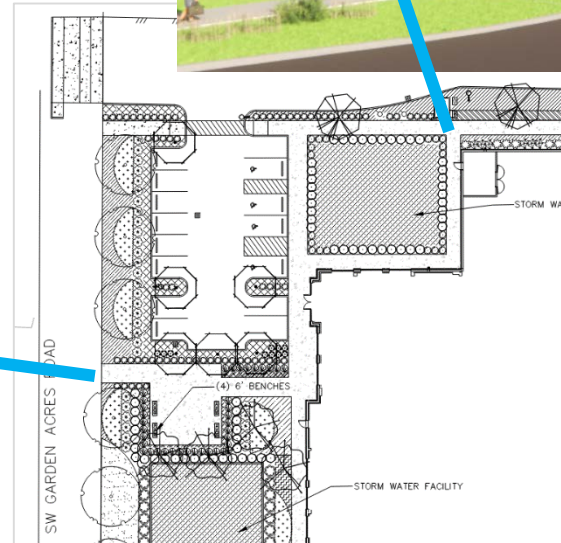
# Table CC-3: Site Design Parcel Drive Width

- Allow two driveway width maximums



# Table CC-3: Site Design Parcel Pedestrian Access

- Limit where 8-foot access width is required



Other access:  
Minimum meeting  
accessibility  
requirements

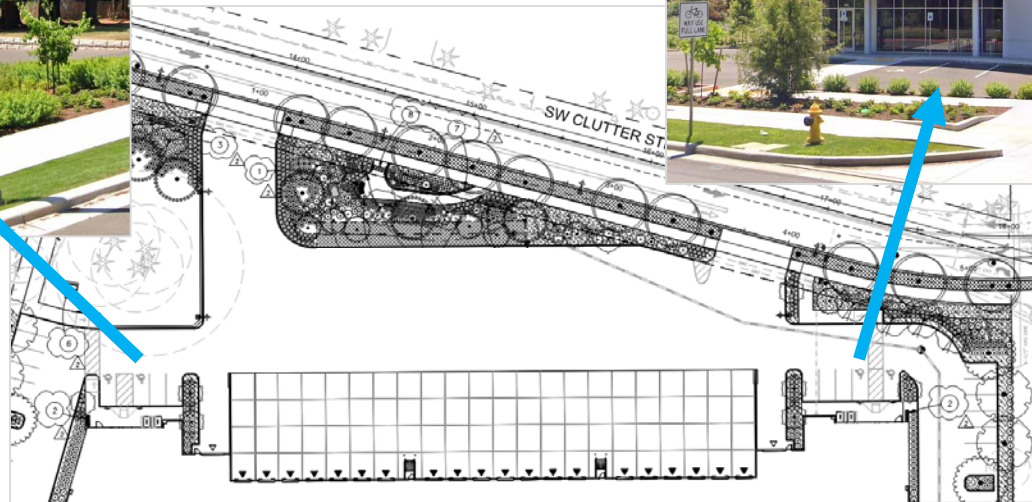
Primary access:  
8 ft minimum



# Table CC-3: Site Design

## Parking Location and Extent

- Eliminate parking bay limit and allow some parking use for longer duration





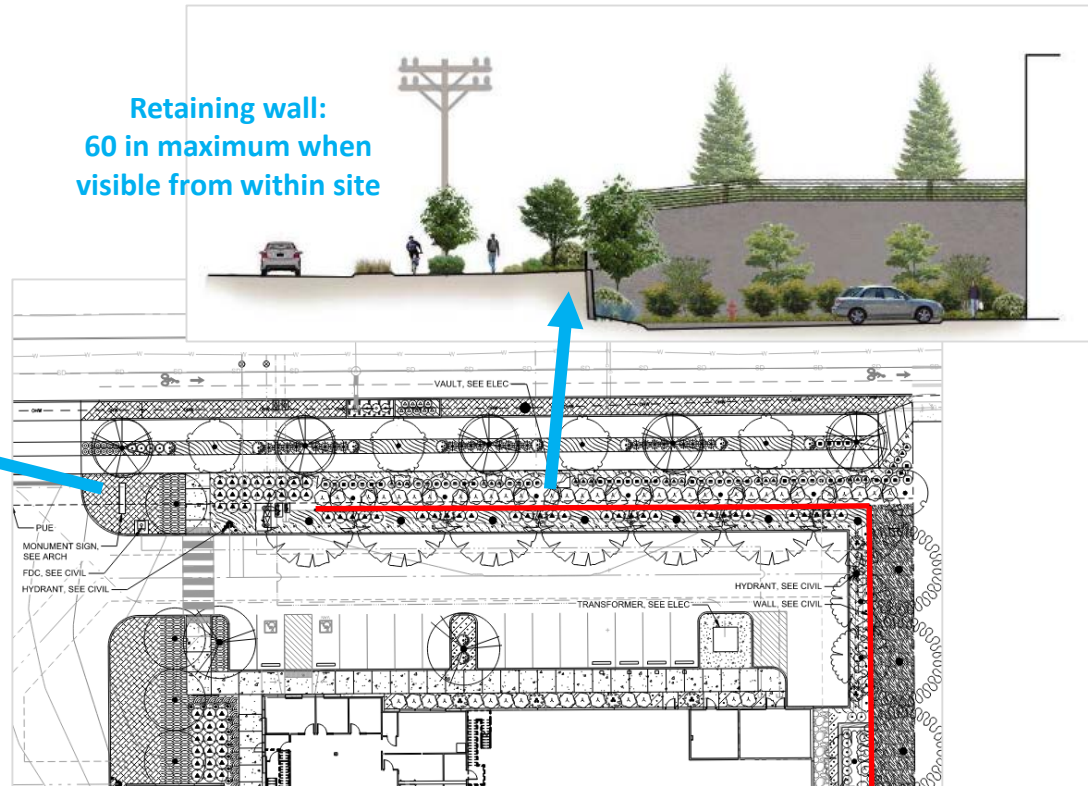
# Table CC-3: Site Design

## Grading and Retaining Walls

- Increase height of walls not visible from adjacent streets



**Retaining wall:  
48 in maximum when  
visible from street**

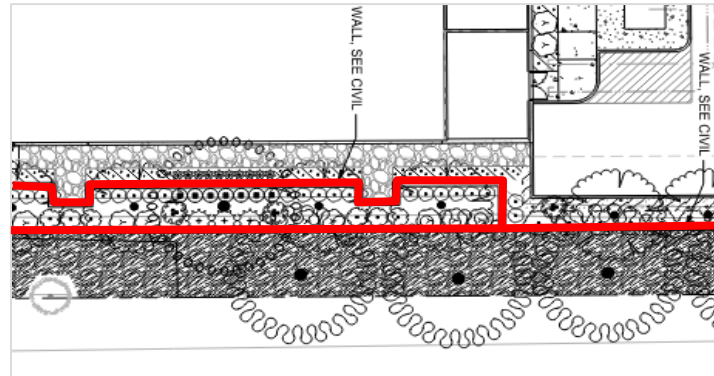


# Table CC-3: Site Design Grading and Retaining Walls

- Clarify meaning of “horizontal offset”



Tiered retaining wall with  
“horizontal offset” between  
lowest part and upper  
part(s) of wall



# Table CC-4: Building Design Required Canopy

- Increase allowance to 20% to allow 12-foot minimum canopy height



16-ft canopy height



12-ft canopy height



# Table CC-4: Building Design Base Design

- Clarify that any one of three options satisfies requirement for building base design



Base



Base

# Adoption Hearings

**February 2024**

Planning Commission  
Public Hearing

**March 2024**

City Council Public  
Hearing and Adoption



# Questions?

**AFFIDAVIT OF MAILING AND POSTING NOTICE OF  
PUBLIC HEARING IN THE CITY OF WILSONVILLE**

STATE OF OREGON )

COUNTIES OF CLACKAMAS )  
AND WASHINGTON )

CITY OF WILSONVILLE )

I, Mandi Simmons, do hereby certify that I am Administrative Assistant for the City of Wilsonville, Counties of Clackamas and Washington, State of Oregon, that the attached copy of Notice of Public Hearing is a true copy of the originals of the following that I did cause to be mailed/displayed copies of said public hearing in the exact form hereto attached:

- Single-paged notice was emailed on January 24, 2024 to the attached list of affected agencies
- Single-paged notice was sent to the Wilsonville Spokesman for publication in the February 1, 2024 newspaper issue
- The content of the notice was posted on January 24, 2024 on the City's website
- Single-paged notice was posted at physical locations listed below on January 24, 2024
  - City Hall, 29799 SW Town Center Loop, East, Wilsonville OR 97070
  - Wilsonville Community Center, 7965 SW Wilsonville Road, Wilsonville, OR 97070
  - Library, 8200 SW Wilsonville Road, Wilsonville OR 97070

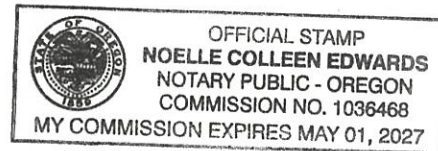
Witness my hand this 5<sup>th</sup> day of February 2024

  
Mandi Simmons, Administrative Assistant

Acknowledged before me this 5<sup>th</sup> day of February 2024, in Clackamas County, Oregon

Noelle C. Edwards  
Signature of Oregon Notary

Noelle C. Edwards.  
Printed Notary Name



NOTARY PUBLIC

My Commission Expires 5-1-27

**NOTICE OF LEGISLATIVE PUBLIC HEARING BEFORE THE PLANNING COMMISSION AND CITY COUNCIL:  
COFFEE CREEK CODE ADJUSTMENTS, CASE FILE LP24-0001**

**PLANNING COMMISSION**

On **Wednesday, February 14, 2024, beginning at 6 pm**, the Planning Commission will hold a public hearing regarding the **Coffee Creek Code Adjustments**, and will consider whether to recommend adoption of the updates to City Council.

You will not receive another notice unless you: submit a request in writing or by phone, or submit testimony or sign-in at the hearing.

**CITY COUNCIL**

On **Monday, March 4, 2024, beginning at 7 pm**, the City Council will hold a public hearing regarding the **Coffee Creek Code Adjustments**, after which it may make the final decision.

The hearings will take place at **Wilsonville City Hall**, 29799 SW Town Center Loop East. A complete copy of the project record, including staff report, findings, and recommendations, will be available online and at City Hall for viewing seven (7) days prior to each public hearing.

**SUMMARY OF PROPOSAL**

The City recently completed an assessment of the Coffee Creek Industrial Design Overlay District standards in Section 4.134 of the Development Code. Based on this work, slight adjustments to some of the standards are recommended to more closely align them with current and future needs of prospective industrial users while not compromising the City's ability to continue creating a connected, high-quality employment center in Coffee Creek. There are nine standards in Subsection 4.134 (.11) that will be adjusted by the proposed amendments. No other Development Code language or standards are affected.

**HOW TO COMMENT:** Oral or written testimony may be presented at the public hearings. Written comment on the proposal is also welcome prior to the public hearings. To have your written comments or testimony distributed to the Planning Commission before the meeting, it must be received by 2 pm on February 6, 2024. **Direct written comments to** Mandi Simmons, Administrative Assistant, 29799 SW Town Center Loop East, Wilsonville, Oregon, 97070 or [msimmons@ci.wilsonville.or.us](mailto:msimmons@ci.wilsonville.or.us)

*Note: Assistive Listening Devices (ALD) are available for persons with impaired hearing and can be scheduled for this meeting. **The City will endeavor to provide qualified sign language interpreters and/or bilingual interpreters, without cost, if requested at least 48 hours prior to the meeting.** To obtain such services, please call Mandi Simmons, Administrative Assistant at (503) 682-4960.*



Ord. No. 889 Attachment 1 Exhibit B

Pat McGough  
West Linn/Wilsonville School District 3J  
2755 SW Borland Road  
Tualatin, OR 97062

Andy Back  
Wash. County Long Range Planning  
155 N. First Avenue  
Hillsboro, OR 97124

Steve Koper  
City of Tualatin  
18880 SW Martinazzi Avenue  
Tualatin, OR 97062

Attn: Development Review  
ODOT Region 1  
123 NW Flanders Street  
Portland, OR 97209

Ben Baldwin  
Tri-Met Project Planning Dept  
4012 SE 17th Avenue  
Portland, OR 97202

Bill Ferber, Region Manager  
Oregon Water Resources Department  
725 Summer Street, NE  
Salem, OR 97301

Dr. Kathy Ludwig  
West Linn/Wilsonville School District 3J  
22210 SW Stafford Road  
Tualatin, OR 97062

Tracy Wilder, Department of Corrections  
Facilities Services  
3601 State Street  
Salem, Oregon 97301

Steve Hursh, Service & Design Supervisor  
Portland General Electric  
2213 SW 153<sup>rd</sup> Drive  
Beaverton, OR 97006

Land Use Contact, Planning Department  
Metro  
600 NE Grand Ave  
Portland, OR 97232

Nina Carlson  
NW Natural Gas  
250 SW Taylor St.  
Portland, OR 97204

John Olivares, Operations Manager  
Republic Services of Clackamas &  
Washington Counties  
10295 SW Ridder Road  
Wilsonville, OR 97070

City Planner  
City of Canby  
P.O. Box 930  
Canby, OR 97013

Diane Taniguchi-Dennis  
Clean Water Services  
2550 SW Hillsboro Hwy.  
Hillsboro, OR 97123

Department of Corrections  
2575 Center Street NE  
Salem, OR 97310

John Lilly  
Department of State Lands  
775 Summer Street, NE  
Salem, OR 97301

Roseann Johnson, Assistant Director of  
Government Affairs  
Home Builders Associations  
15555 SW Bangy Road, Suite 301  
Lake Oswego, OR 97035

Sherwood School Dist Admin Office  
23295 SW Main Street  
Sherwood, OR 97140

Clackamas County Planning Director  
150 Beaver Creek Road  
Oregon City, OR 97045

Oregon Dept of Environ Quality  
700 NE Multnomah Street, Suite 600  
Portland, OR 97232

Tualatin Valley Water District  
1850 SW 170th Ave.  
Beaverton, OR 97005

Planning Director  
City of Sherwood  
22560 SW Pine Street  
Sherwood, OR 97140

James Clark  
BPA, Realty Department  
2715 Tepper Lane  
Keizer, OR 97013

Tualatin Valley Fire and Rescue  
29875 SW Kinsman Road  
Wilsonville, OR 97070

Tualatin Valley Fire and Rescue  
South Division  
8445 SW Elligsen Road  
Wilsonville, OR 97070

# PamplinMediaGroup

## -Ad Proof-

This is the proof of your ad, scheduled to run on the dates indicated below. Please proofread carefully, and if changes are needed, please contact Sarah Penn prior to deadline at or [spenn@pamplinmedia.com](mailto:spenn@pamplinmedia.com).

<p><b>Date:</b> 01/24/24 <b>Account #:</b> 108863 <b>Reference #:</b> LP24-0001 COFFEE CREEK CODE ADJUSTMENTS <b>Company Name:</b> WILSONVILLE, CITY OF <b>Contact:</b> <b>Address:</b> 29799 SW TOWN CENTER LOOP E WILSONVILLE</p> <p><b>Telephone:</b> (503) 570-1510 <b>Fax:</b> (503) 682-1015</p>	<p><b>Ad ID:</b> 314710 <b>Start:</b> 01/31/24 <b>Stop:</b> 02/01/24</p> <p><b>Total Cost:</b> \$136.72 <b>Ad Size:</b> 7.903 <b>Column Width:</b> 1 <b>Column Height:</b> 7.903</p> <p><b>Ad Class:</b> 1202 <b>Phone #</b> <b>Email:</b> <a href="mailto:spenn@pamplinmedia.com">spenn@pamplinmedia.com</a></p>
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**Run Dates:**

Wilsonville Spokesman 02/01/24

**NOTICE OF LEGISLATIVE PUBLIC HEARING  
BEFORE THE PLANNING COMMISSION AND  
CITY COUNCIL:  
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Publish February 1, 2024

WS314710



**WORK SESSION**

Coffee Creek Assessment (Luxhoj)



**CITY COUNCIL MEETING  
STAFF REPORT**

<b>Meeting Date:</b> December 18, 2023		<b>Subject:</b> Coffee Creek Code Assessment	
		<b>Staff Member:</b> Cindy Luxhoj AICP, Associate Planner	
		<b>Department:</b> Community Development	
<b>Action Required</b>		<b>Advisory Board/Commission Recommendation</b>	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda		<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable	
		<b>Comments:</b> N/A	
<b>Staff Recommendation:</b> Staff recommends Council provide requested input on direction of possible Development Code amendments to the Coffee Creek Industrial Design Overlay District form-based code.			
<b>Recommended Language for Motion:</b> N/A			
<b>Project / Issue Relates To:</b>			
<input checked="" type="checkbox"/> Council Goals/Priorities: Attract high-quality industry and increase investment in industrial areas	<input checked="" type="checkbox"/> Adopted Master Plan(s): Coffee Creek Master Plan	<input type="checkbox"/> Not Applicable	

**ISSUE BEFORE COUNCIL:**

Staff is seeking input on possible Development Code amendments to the Coffee Creek Industrial Design Overlay District form-based code standards.

**EXECUTIVE SUMMARY:**

As discussed at the September 18, 2023 City Council work session, staff has initiated an assessment of the Coffee Creek Industrial Design Overlay District form-based code, which was subject to a pilot period of three completed development applications or five years when it was adopted in 2018. As of 2023, both milestones have been achieved, with four completed industrial development projects in various stages of construction throughout the Coffee Creek area.

To date, staff has reviewed the timeline to land use approval and the types of requested waivers to the form-based code for the four completed development projects in Coffee Creek. In July 2023, staff conducted three focused discussions with applicants and their consultant teams to gain feedback from a customer service standpoint about the form-based code, as well as engaged in a follow-up discussion with one of the applicants to understand in more depth which of the form-based code standards could more closely align with current and future needs of prospective industrial users in the Coffee Creek area. Participants offered helpful suggestions for adjustments to the standards, particularly related to project waiver requests.

Based on this initial work and input from Planning Commission and City Council work sessions, staff determined that modification to the land use review tracks and process is not needed. However, slight adjustments to the form-based code standards are needed to make compliance more achievable for applicants, with the objective of enabling applicants to use the Class 2 Administrative Review track while not compromising the City's ability to continue creating a connected, high-quality employment center in Coffee Creek.

Specifically, staff has identified the following six form-based code standards in Table CC-3 and Table CC-4 of Subsection 4.134 (.11), five of which had waiver requests from two or more applicants, to which slight adjustment is warranted:

- Table CC-3: Site Design
  - Parcel Access: Parcel Driveway Width – Modify to include two driveway width maximums
  - Parcel Pedestrian Access: Parcel Pedestrian Access Width – Modify to limit where an access width of 8 feet is required
  - Parking Location and Design: Parking Location and Extent – Modify to eliminate parking bay limitation and require 50% of spaces to be designated for short-term uses
  - Grading and Retaining Walls: Maximum Height; Retaining Wall Design – Modify to increase height of walls not visible from adjacent streets and allow horizontal and/or vertical offset to reduce mass
- Table CC-4: Building Design
  - Primary Building Entrance: Accessible Entrance; Required Canopy – Modify to increase the allowed adjustment from 10% to 20%
  - Overall Building Massing: Allowance of Primary Building Entrance; Ground Floor Height; Base Design – Modify to add a footnote allowing reduction in height of building entrance and ground floor corresponding to canopy height reduction

Attachment 1 includes proposed Code amendments and rationale for the proposed changes that were reviewed by the Planning Commission at their December 13, 2023 meeting and are presented here for the City Council to consider.

At this work session, staff is seeking the following feedback from City Council:

- Does the City Council agree with the standards identified by staff for modifications?
- Does the City Council have other comments about the proposed modifications?

**EXPECTED RESULTS:**

Feedback from this meeting will guide completion of a package of Development Code amendments that staff will present to Planning Commission for public hearing and to City Council for adoption.

**TIMELINE:**

Planning Commission provided input on the possible modifications at their December 13, 2023 meeting. A Planning Commission public hearing and recommendation to City Council on the Development Code amendments is expected in early 2024. City Council public hearing and adoption is anticipated in the first half of 2024.

**CURRENT YEAR BUDGET IMPACTS:**

Funding for the Coffee Creek Code Assessment work is allocated in the fiscal year 2023-24 Planning Division budget.

**COMMUNITY INVOLVEMENT PROCESS:**

The Coffee Creek Master Plan, as well as the Coffee Creek Industrial Design Overlay District drafting and review process, included comprehensive community involvement to gather input. For the current Coffee Creek Code Assessment project, staff has focused on gathering input from recent applicants and their consultant teams to inform the evaluation and provide input on the process and standards.

**POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:**

Refinement of the Coffee Creek form-based code to facilitate future development while continuing to create the desired connected, high-quality employment center envisioned in the Master Plan will result in efficiencies for future users, as well as inform planning for the Basalt Creek industrial area to the north, which will benefit all members of the Wilsonville community who live and work in these industrial areas.

**ALTERNATIVES:**

- Make no modifications to the Coffee Creek Industrial Design Overlay District standards.
- Propose alternative modification to the Coffee Creek Industrial Design Overlay District code standards.
- Modify the Coffee Creek Industrial Design Overlay District standards related to the land use review process for applicants.

**CITY MANAGER COMMENT:**

N/A

**ATTACHMENT:**

1. Proposed Amendments to the Coffee Creek Industrial Design Overlay District Form-based Code (December 2023)



## Proposed Amendments to the Coffee Creek Industrial Design Overlay District Form-based Code

*Note: The tables below contain current Code language. Text highlighted in red is the subject of the proposed Code amendments.*

### Wilsonville Development Code

#### Section 4.134 (.11) Coffee Creek Industrial Design Overlay District

Table CC-3: Site Design			
	Addressing Streets	Supporting Streets	Through Connections
<b>1. Parcel Access</b>			
General	Unless noted otherwise below, the following provisions apply: <ul style="list-style-type: none"> <li>• Section 4.177(.02) for street design;</li> <li>• Section 4.177(.03) to (.10) for sidewalks, bike facilities, pathways, transit improvements, access drives &amp; intersection spacing.</li> </ul> The following Development Standards are adjustable: <ul style="list-style-type: none"> <li>• Parcel Driveway Spacing: 20%</li> <li>• <b>Parcel Driveway Width: 10%</b></li> </ul>		
<b>Parcel Driveway Width</b>	<b>Not applicable</b>	<b>24 feet, maximum or complies with Supporting Street Standards</b>	<b>24 feet, maximum or complies with Through Connection Standards</b>

#### Proposed Code Amendments:

Modify the standard to include two driveway width maximums:

- Keep 24-foot width with 10% allowed adjustment to 26.4 feet for the primary driveway providing access for passenger vehicles, light delivery, etc.
- Increase the driveway width to 40 feet maximum with 10% allowed adjustment to 44 feet for a secondary driveway or a driveway that provides access for heavy delivery vehicles, large trucks, etc.

#### Rationale for Proposed Changes:

- Two waivers were requested to allow increased width of a secondary driveway from a Supporting Street for heavy vehicle ingress/egress.
- The allowed driveway width, even with a 10% adjustment, was not sufficient for large truck ingress/egress from a Supporting Street or Through Connection.
- Applicants suggest a maximum of 40 to 45 feet would be adequate for a driveway providing truck ingress/egress.
- Auto-only driveway width of 24 feet with allowed adjustment to 26.4 feet is sufficient.
- While the main goal of the driveway maximum width is limiting the distance that pedestrians have to cross a driveway, thus providing for better pedestrian connectivity, the pedestrian crossing distance needs to be balanced with safe turning radius for larger

vehicles to prevent traffic slowdowns and stacking on the street, and damage to curbs and landscape areas from turning trucks.

Table CC-3: Site Design			
	Addressing Streets	Supporting Streets	Through Connections
<b>2. Parcel Pedestrian Access</b>			
<b>Parcel Pedestrian Access Width</b>	<b>8 feet wide minimum</b>		

**Proposed Code Amendments:**

Modify the standard to limit where an access width of 8 feet is required:

- Specify that the 8-foot access width is for pathways between the public ROW and Primary Building Entrance(s).

**Rationale for Proposed Changes:**

- No waivers were requested, but clarification is needed of specific locations where the access width must be 8 feet versus where 5 feet is sufficient.
- While the width requirement appears to apply to all connections into a site, it seems overly burdensome to require all connections from the public right-of-way to be 8 feet wide.
- The highest priority should be connecting the primary frontage to the primary building entrance.

Table CC-3: Site Design			
	Addressing Streets	Supporting Streets	Through Connections
<b>4. Parking Location and Design</b>			
General	Unless noted otherwise below, the following provisions apply: <ul style="list-style-type: none"> <li>• Section 4.155 (03) Minimum and Maximum Off-Street Parking Requirements</li> <li>• Section 4.155 (04) Bicycle Parking</li> <li>• Section 4.155 (06) Carpool and Vanpool Parking Requirements</li> <li>• Section 4.176 for Parking Perimeter Screening and Landscaping—permits the parking landscaping and screening standards as multiple options</li> </ul> The following Development Standards are adjustable: <ul style="list-style-type: none"> <li>• <b>Parking Location and Extent: up to 20 spaces permitted on an Addressing Street</b></li> </ul>		
<b>Parking Location and Extent</b>	<b>Limited to one double-loaded bay of parking, 16 spaces, maximum, designated for short-term (1 hour or less), visitor, and disabled parking only between right-of-way of Addressing Street and building.</b>	<b>Parking is permitted between right-of-way of Supporting Street and building.</b>	<b>Parking is permitted between right-of-way of Through Connection and building.</b>

**Proposed Code Amendments:**

Modify the standard to eliminate the limitation of one parking bay and allow some parking to be used for a longer duration:

- Keep the number of spaces unchanged at 16 spaces maximum with allowed adjustment to 20 spaces.
- Eliminate the requirement that all allowed spaces be located within one double-loaded bay of parking.
- Require that 50% of allowed spaces be designated for short-term, visitor, and disabled parking only, allowing other spaces to be utilized by other users or for longer duration.

**Rationale for Proposed Changes:**

- Three waivers were requested: one to the number of spaces due to unique site constraints and the waiver gave the City extra leverage to get enhanced landscaping along the frontage; another to allow two different parking bays, rather than one on an Addressing Street, while still meeting the maximum number of spaces; and two to allow some of the parking along an Addressing Street to be used by employees.
- Much of the development thus far (3 of 4 projects) tends not to have many customers or visitors; a majority of employees might work in the office area at the front of the building.
- Minimization of the appearance of parking from an Addressing Street is a key focus in the Pattern Book with the intent of providing a human scale to the public realm.

Table CC-3: Site Design			
	Addressing Streets	Supporting Streets	Through Connections
<b>5. Grading and Retaining Walls</b>			
General	The following Development Standards are adjustable:		
	<ul style="list-style-type: none"> <li>Retaining Wall Design: 20%</li> </ul>		
<b>Maximum height</b>	<p>Where site topography requires adjustments to natural grades, landscape retaining walls shall be 48 inches tall maximum.</p> <p>Where the grade differential is greater than 30 inches, retaining walls may be stepped.</p>		
<b>Retaining Wall Design</b>	Retaining walls longer than 50 linear feet shall introduce a 5-foot, minimum horizontal offset to reduce their apparent mass.		

**Proposed Code Amendments:**

Modify the standard to increase the maximum height for walls not visible from the right-of-way of adjacent streets and to allow a horizontal and/or vertical offset to reduce their mass.

- Keep the maximum height of 48 inches with a 20% allowed adjustment to 57.6 inches for retaining wall that are visible from the right-of-way of adjacent streets.
- Increase the height maximum to 60 inches with a 20% allowed adjustment to 72 inches for retaining walls that are only visible to users from within a site.
- Keep the requirement for an offset in walls longer than 50 linear feet, but clarify the meaning of “horizontal offset” by providing explanatory text or graphics/illustrations.

**Rationale for Proposed Changes:**

- Two waivers were requested to allow taller retaining walls to accommodate large flat buildings that require a level expanse within which to build, to meet grade at adjacent street right-of-way, and due to unique, site-specific design challenges.
- It is unclear how the requirement for a 5-foot minimum horizontal offset should be applied. Because it focuses on the linear length of the wall, rather than its height, it seems that the offset should be a vertical, rather than horizontal. Introducing a vertical offset can result in stability issues. It can lead to water penetration and wall failure.
- The Pattern Book (pages 23-24) emphasizes the intent to minimize site grading to preserve the natural character of a site. Contoured slopes are generally preferred to the installation of retaining walls. Where retaining walls are necessary to support site development, they should facilitate surface drainage, limit soil erosion, and avoid increasing instability of native soils. Retaining walls should be integrated with other site design features, such as stairs, ramps, and planters wherever possible.

Table CC-4: Building Design			
	Addressing Streets	Supporting Streets	Through Connections
<b>2. Primary Building Entrance</b>			
General	The following Development Standards are adjustable: <ul style="list-style-type: none"> <li>• <b>Required Canopy: 10%</b></li> <li>• Transparency: 20%</li> </ul>		
<b>Accessible Entrance</b>	The Primary Building Entrance shall be visible from, and accessible to, an Addressing Street (or a Supporting Street if there is no Addressing Street frontage). A continuous pedestrian pathway shall connect from the sidewalk of an Addressing Street to the Primary Building Entrance with a safe, direct and convenient path of travel that is free from hazards and provides a reasonably smooth and consistent surface consistent with the requirements of Americans with Disabilities Act (ADA). <b>The Primary Building Entrance shall be 15 feet wide, minimum and 15 feet tall, minimum.</b>		
<b>Required Canopy</b>	<b>Protect the Primary Building Entrance with a canopy with a minimum vertical clearance of 15 feet and an all-weather protection zone that is 8 feet deep, minimum and 15 feet wide, minimum.</b>		
<b>3. Overall Building Massing</b>			
Allowance of Primary Building Entrance	Where the Primary Building Entrance is located on an Addressing Street it may extend into the required front yard setback by 15 feet maximum provided that: <ol style="list-style-type: none"> <li>It has a two-story massing with a minimum height of 24 feet;</li> <li>The Parcel Frontage on the Addressing Street is limited to 100 feet;</li> <li>The building extension is 65% transparent, minimum;</li> <li><b>The entrance is protected with a weather-protecting canopy with a minimum vertical clearance of 15 feet;</b> and</li> <li>The standards for site design and accessibility are met.</li> </ol>	Not applicable	Not applicable
<b>Ground Floor Height</b>	<b>The Ground Floor height shall measure 15 feet, minimum from finished floor to finished ceiling (or 17.5 feet from finished floor to any exposed structural member).</b>		

**Proposed Code Amendments:**

Modify the standard to increase the allowed adjustment for required canopy height:

- Increase the allowed adjustment for required canopy height from 10% to 20% to allow a minimum canopy height of 12 feet.
- Add a footnote to Table CC-4 at the standards for “Accessible Entrance”, “Allowance of Primary Building Entrance”, and “Ground Floor Height” to allow corresponding reduction in the minimum height of the primary building entrance and ground floor height when an applicant elects to use the allowed adjustment to reduce the required canopy height.

**Rationale for Proposed Changes:**

- Two waivers were requested to reduce the required canopy height to 12 feet and two waivers were requested to adjust the interior ground floor height to 12 feet.
- A canopy height of 10 to 12 feet is the standard storefront dimension, where a height above 12 feet requires a curtain wall system, which is more expensive and likely requires custom fabrication.
- A lower canopy height may allow for better weather protection at the primary entrance, and can facilitate interior/exterior integration and line of sight.
- Applicants noted that an interior ceiling height requirement matching the exterior canopy feels more spacious in comparison to the typical dropped ceiling of 9 to 10 feet.
- If the allowed adjustment is changed to 20% from 10%, the resulting minimum would be 12 feet, which is the standard storefront dimension.

Table CC-4: Building Design			
	Addressing Streets	Supporting Streets	Through Connections
<b>3. Overall Building Massing</b>			
<b>Base Design</b>	<p><b>The design of the building Base shall:</b></p> <ul style="list-style-type: none"> <li><b>a. Use a material with a distinctive appearance, easily distinguished from the building Body expressed by a change in material, a change in texture, a change in color or finish;</b></li> <li><b>b. Create a change in surface position where the Base projects beyond the Body of the building by 1½ inches, minimum; and/or</b></li> <li><b>c. Low Berm Landscape Standard, Section 4.176(.02)E.</b></li> </ul>		

**Proposed Code Amendments:**

Modify the standard to clarify that any one of the three design options satisfies the requirement:

- Add “and/or” after “finish;” under (a.) in the standard.

**Rationale for Proposed Changes:**

- No waivers were requested, but clarification is needed as to whether the intent of the standard is to require (a.) **and/or** (b.), similar to with the Top Design, or to require **both** (a.) and (b.)
- Having a base that is both visually (a.) **and** dimensionally (b.) distinct is difficult to achieve, particularly with tilt-up concrete construction technology that has a large flat surface that is poured on the ground. Projecting panels, mesh treatment, or other means must be used to achieve the change in surface position.



# Coffee Creek Code Assessment

City Council Work Session

December 13, 2023

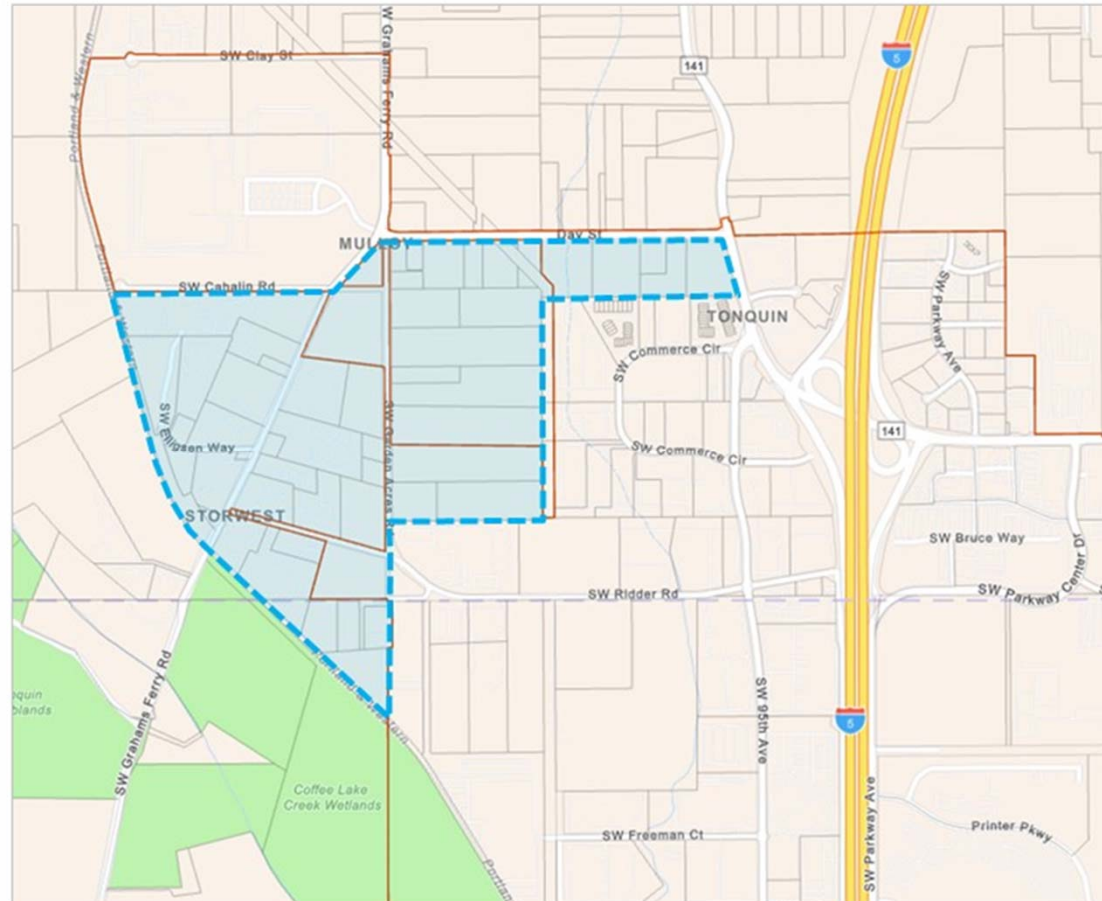
Presented by: Cindy Luxhoj AICP, Associate Planner







# Coffee Creek Master Plan Area





# Coffee Creek Assessment Steps Completed to Date

May/June 2023

- Reviewed timeline to land use approval and requested waivers to form-based code standards

July/September 2023

- Conducted focused discussion with applicants and consultant teams

September 2023

- Sought direction at Planning Commission and City Council work sessions

October/November 2023

- Identified slight modifications to form-based code standards to make compliance more achievable for applicants



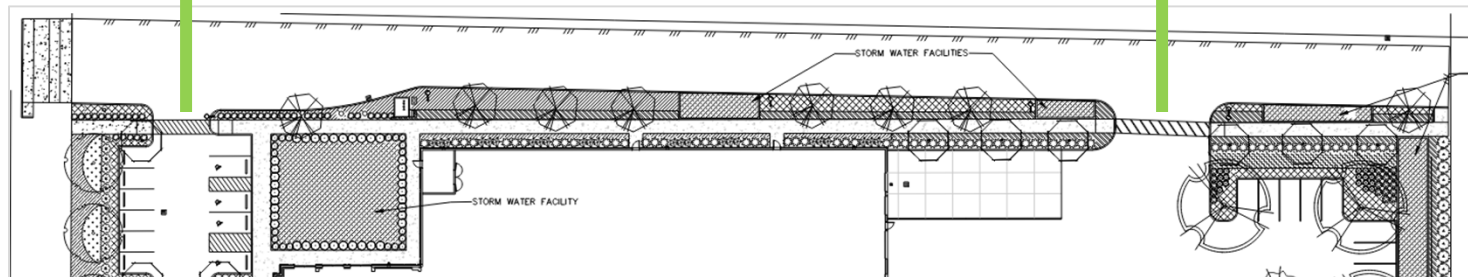
# Form-based Code Standards Proposed for Modifications

- Table CC-3: Site Design
  - Parcel Driveway Width
  - Parcel Pedestrian Access
  - Parking Location and Extent
  - Retaining Wall Maximum Height and Design
- Table CC-4: Building Design
  - Required Canopy Height at Primary Building Entrance
  - Building Base Design



# Table CC-3: Site Design Parcel Drive Width

- Allow two driveway width maximums

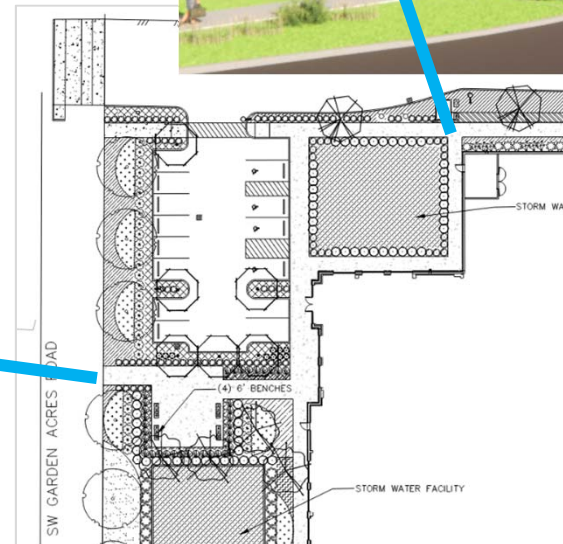






# Table CC-3: Site Design Parcel Pedestrian Access

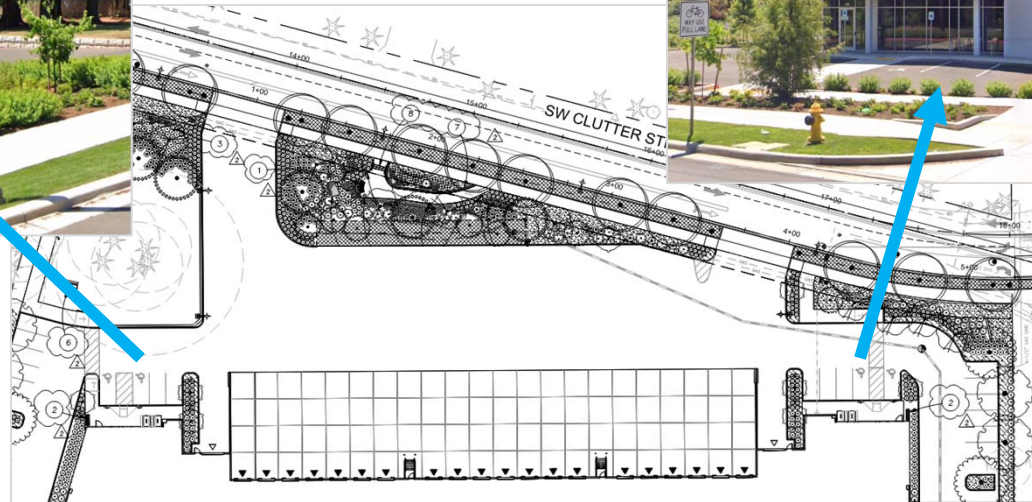
- Limit where 8-foot access width is required





# Table CC-3: Site Design Parking Location and Extent

- Eliminate parking bay limit and allow some parking use for longer duration

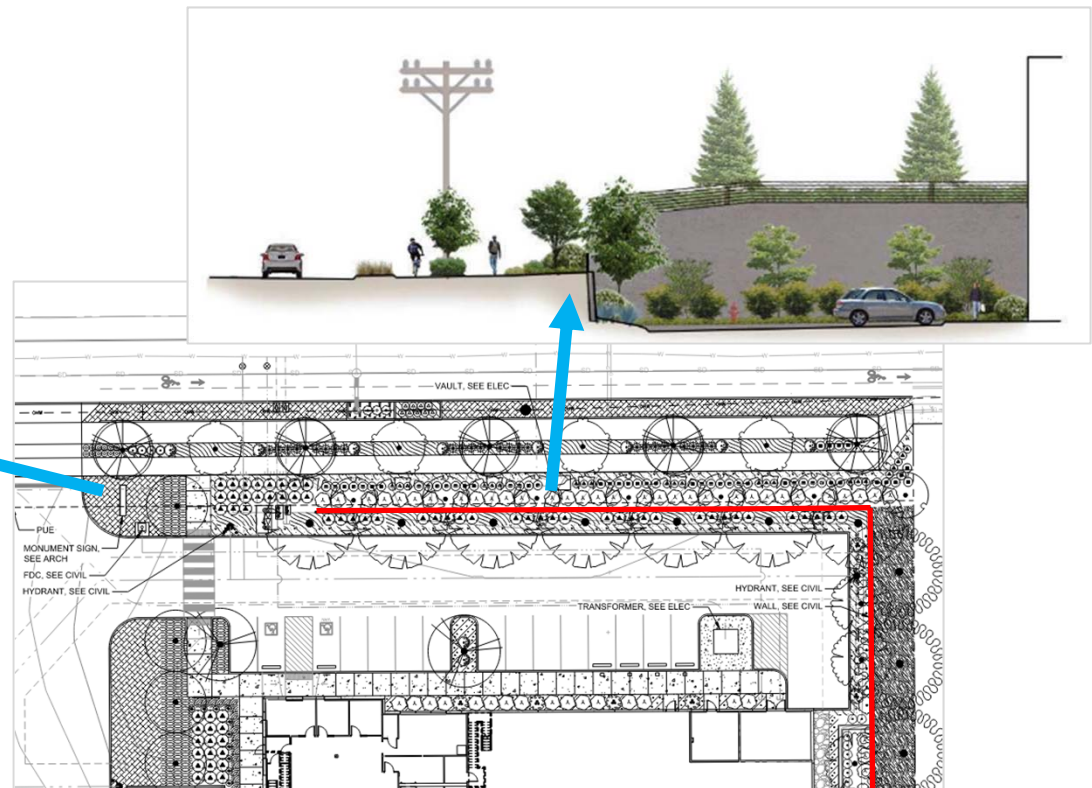






# Table CC-3: Site Design Grading and Retaining Walls

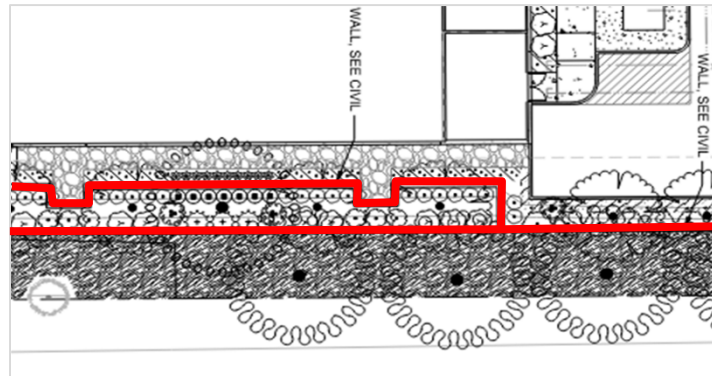
- Increase height of walls not visible from adjacent streets





# Table CC-3: Site Design Grading and Retaining Walls

- Clarify meaning of “horizontal offset”







# Table CC-4: Building Design Required Canopy

- Increase allowed adjustment to 20% to allow 12-foot minimum canopy height





# Table CC-4: Building Design Base Design

- Clarify that any one of three options satisfies requirement for building base design



Base



Base



# Planning Commission Feedback

- Appreciated judicious approach taken by staff
- Expressed unanimous support for proposed modifications



# Next Steps

**February 2024**

Planning Commission  
Public Hearing

**March/April 2024**

City Council Public  
Hearing and Adoption



# Questions for City Council

- Does the City Council agree with the standards identified by staff for modifications?
- Does the City Council have other comments about the proposed modifications?

**COUNCILORS PRESENT**

Mayor Fitzgerald  
 Council President Akervall  
 Councilor Linville  
 Councilor Berry  
 Councilor Dunwell

Chris Neamtzu, Community Development Director  
 Dan Pauly, Planning Manager  
 Jeanna Troha, Assistant City Manager  
 Kimberly Rybold, Senior Planner  
 Kimberly Veliz, City Recorder  
 Mark Ottenad, Public/Government Affairs Director  
 Matt Lorenzen, Economic Development Manager  
 Scott Simonton, Fleet Services Manager  
 Stephanie Davidson, Assistant City Attorney  
 Zoe Mombert, Assistant to the City Manager

**STAFF PRESENT**

Amanda Guile-Hinman, City Attorney  
 Bryan Cosgrove, City Manager  
 Cindy Luxhoj, Associate Planner

AGENDA ITEM	ACTIONS
<b>WORK SESSION</b>	<b>START: 5:00 p.m.</b>
A. Town Center Urban Renewal Feasibility Study	Staff discussed preparing a resolution that, if adopted, would place an advisory vote on the May 2024 ballot that asks voters to consider whether the City should utilize Urban Renewal as a mechanism to fund infrastructure development to activate the Town Center Plan.
B. Frog Pond East and South Development Code	Staff sought guidance on the development of code amendments that would define development standards in Frog Pond East and South.
C. Coffee Creek Draft Assessment	Staff provided Council with an update on the status of the Coffee Creek Industrial Design Overlay District form-based code assessment, and sought Council input on possible modifications to the form-based code standards.
D. Transit-Oriented Development (TOD) Financing	Staff presented on Resolution No. 3096, which authorizes applying the Current Parks System Development Charge To The Multifamily Portion Of The Wilsonville Transit Center Transit-Oriented Development Project.

**REGULAR MEETING**

Mayor's Business

A. Reappointments / Appointment

**Arts, Culture, and Heritage Commission – Appointment**

Appointment of Nadine Elbitar to the Arts, Culture, and Heritage Commission for a term beginning 1/1/2024 to 6/30/2024. Passed 5-0.

**Budget Committee – Appointment**

Appointment of Christopher Moore to the Budget Committee for a term beginning 1/1/2024 to 12/31/2024. Passed 5-0.

**Budget Committee – Appointment**

Appointment of Tabi Traugher and Tyler Beach to the Budget Committee for a term beginning 1/1/2024 to 12/31/2026. Passed 5-0.

**DRB – Reappointment**

Reappointment of John Andrews and Megan Chuinard to the Development Review Board for a term beginning 1/1/2024 to 12/31/2025. Passed 5-0.

**DRB – Appointment**

Appointment of Kamran Mesbah to the Development Review Board for a term beginning 1/1/2024 to 12/31/2025. Passed 5-0.

**DEI Committee – Reappointment**

Reappointment of David Siha, Tracy (Tre) Hester and Fay Gyapong-Porter to the Diversity, Equity and Inclusion Committee for a term beginning 1/1/2024 to 12/31/2026. Passed 5-0.

**DEI Committee – Appointment**

Appointment of Justin Brown to the Diversity, Equity and Inclusion Committee for a term beginning 1/1/2024 to 12/31/2024. Passed 5-0.

**DEI Committee – Appointment**

Appointment of Carolina Wilde to the Diversity, Equity and Inclusion Committee for a term beginning 1/1/2024 to 12/31/2026. Passed 5-0.

**DEI Committee – Student Appointment**

Reappointment of George Luo and Aasha Patel to the Diversity, Equity and Inclusion Committee for a term beginning 1/1/2024 to 12/31/2024. Passed 5-0.

**Kitakata Sister City Advisory Board – Reappointment**

Reappointment of John (Michael) Bohlen and Adrienne Scritsmier to the Kitakata Sister City Advisory Board for a term beginning 1/1/2024 to 12/31/2026. Passed 5-0.

**Kitakata Sister City Advisory Board – Appointment**

Appointment of Karen Kreitzer to the Kitakata Sister City Advisory Board for a term beginning 1/1/2024 to 12/31/2026. Passed 5-0.

**Parks and Recreation Board – Appointment**

Appointment of Bill Bagnall and Paul Diller to the Parks and Recreation Board for a term beginning 1/1/2024 to 12/31/2027. Passed 5-0.

**Planning Commission – Reappointment**

Reappointment of Jennifer Willard to the Planning Commission for a term beginning 1/1/2024 to 12/31/2027. Passed 5-0.

**Planning Commission – Appointment**

Appointment of Matt Constantine, Sam Scull and Yana Semenova to the Planning Commission for a term beginning 1/1/2024 to 12/31/2027. Passed 5-0.



<p>B. Upcoming Meetings</p>	<p><b><u>Tourism Promotion Committee – Appointment</u></b>                  Appointment of Lynn Sanders to the Tourism Promotion Committee for a term beginning 1/1/2024 to 6/30/2026. Passed 5-0.</p> <p>Upcoming meetings were announced by the Mayor as well as the regional meetings she attended on behalf of the City.</p>
<p><b><u>Consent Agenda</u></b></p> <p>A. <b><u>Resolution No. 3096</u></b>                  A Resolution Of The City Of Wilsonville Authorizing Applying The Current Parks System Development Charge To The Multifamily Portion Of The Wilsonville Transit Center Transit-Oriented Development Project.</p> <p>B. <b><u>Resolution No. 3097</u></b>                  A Resolution Of The City Of Wilsonville Authorizing The City Manager To Execute A Construction Contract With Tapani, Inc. For The Charbonneau Lift Station Rehabilitation Project (Capital Improvement Project #2106).</p> <p>C. <b><u>Resolution No. 3104</u></b>                  A Resolution Of The City Council Revising Section 4.E. Of The Diversity, Equity And Inclusion (DEI) Committee Charter.</p> <p>D. <b><u>Resolution No. 3105</u></b>                  A Resolution Of The City Of Wilsonville Authorizing The Purchase Of One Asphalt Patch Truck From Premier Truck Group Of Portland.</p> <p>E. Minutes of the December 4, 2023 Council Meeting.</p>	<p>The Consent Agenda was approved 5-0.</p>
<p><b><u>New Business</u></b></p> <p>A. None.</p>	
<p><b><u>Continuing Business</u></b></p> <p>A. <b><u>Resolution No. 3091</u></b>                  A Resolution Of The City Of Wilsonville Adopting The Findings And Recommendations Of The Solid Waste Collection Rate Report Date October 2023 And Modifying The Current Republic Services Rate</p>	<p>Resolution No. 3091 was adopted by a vote of 4-1.</p>

<p>Schedule For Collection And Disposal Of Solid Waste, Recyclables, Organic Materials And Other Materials, Effective February 1, 2024.</p>	
<p><u>Public Hearing</u></p> <p>A. <b><u>Ordinance No. 884</u></b>  An Ordinance Of The City Of Wilsonville Annexing Approximately 2.02 Acres Of Property Located At The Northwest Corner Of SW Frog Pond Lane And SW Stafford Road For Development Of An 11-Lot Residential Subdivision</p> <p>B. <b><u>Ordinance No. 885</u></b>  An Ordinance Of The City Of Wilsonville Approving A Zone Map Amendment From The Clackamas County Rural Residential Farm Forest 5-Acre (RRFF-5) Zone To The Residential Neighborhood (RN) Zone On Approximately 2.02 Acres Located At The Northwest Corner Of SW Frog Pond Lane And SW Stafford Road For Development Of An 11-Lot Residential Subdivision.</p>	<p>After a public hearing was conducted, Ordinance No. 884 was adopted on first reading by a vote of 5-0.</p> <p>After a public hearing was conducted, Ordinance No. 885 was adopted on first reading by a vote of 5-0.</p>
<p><u>City Manager’s Business</u></p>	<p>Councilors discussed the materials in the monthly City Manager reports.</p>
<p><u>Legal Business</u></p>	<p>No report.</p>
<p><u>Communications</u></p> <p>A. Polling on Tolling Request</p>	<p>West Linn Mayor Rory Bialostosky discussed collaboration among local jurisdictions to better understand resident attitudes toward tolling and requested Council contribute \$5,000 towards the administration of a statistically valid survey. Passed 5-0.</p>
<p><b>ADJOURN</b></p>	<p>9:00 p.m.</p>



**WORK SESSION**

3. Coffee Creek Assessment (Luxhoj) (45 Minutes)



## PLANNING COMMISSION MEETING STAFF REPORT

<b>Meeting Date: December 13, 2023</b>		<b>Subject: Coffee Creek Code Assessment</b>	
		<b>Staff Member:</b> Cindy Luxhoj AICP, Associate Planner	
		<b>Department:</b> Community Development	
<b>Action Required</b>		<b>Advisory Board/Commission Recommendation</b>	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda		<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable	
		<b>Comments:</b>	
<b>Staff Recommendation:</b> Provide requested input on direction of possible Development Code amendments to the Coffee Creek Industrial Design Overlay District.			
<b>Recommended Language for Motion:</b> N/A			
<b>Project / Issue Relates To:</b>			
<input checked="" type="checkbox"/> Council Goals/Priorities: Attract high-quality industry and increase investment in industrial areas	<input checked="" type="checkbox"/> Adopted Master Plan(s): Coffee Creek Master Plan	<input type="checkbox"/> Not Applicable	

### ISSUE BEFORE COMMISSION

At the September 13, 2023 Planning Commission work session, staff provided information about the recently-initiated assessment of the Coffee Creek Industrial Design Overlay District form-based code (FBC). At tonight’s meeting, staff is seeking input on possible Development Code amendments to the FBC standards planned for a public hearing before the Planning Commission on February 14, 2024.

**EXECUTIVE SUMMARY:**

As discussed at the September 13, 2023 Planning Commission work session, staff has initiated an assessment of the Coffee Creek Industrial Design Overlay District form-based code (FBC), which were subject to a pilot period of three completed development applications or five years when they were adopted in 2018. As of 2023, both milestones have been achieved, with four completed industrial development projects in various stages of construction throughout the Coffee Creek area.

To date, staff has reviewed the timeline to land use approval for the four completed development projects in Coffee Creek and types of requested waivers to the FBC. In July 2023, staff conducted three focused discussions with applicants and their consultant teams to gain feedback from a customer service standpoint about the FBC, as well as engaged in a follow-up discussion with one of the applicants to understand in more depth which of the FBC standards could more closely align with current and future needs of prospective industrial users in the Coffee Creek area. Participants offered helpful suggestions for adjustments to the standards, particularly related to project waiver requests.

Based on this initial work and input from Planning Commission and City Council work sessions, staff determined that modification to the land use review tracks and process is not needed. However, slight adjustments to the FBC standards are needed to make compliance more achievable for applicants, with the objective of enabling applicants to use the Class 2 Administrative Review track while not compromising the City's ability to continue creating a connected, high-quality employment center in Coffee Creek.

Specifically, staff has identified the following six FBC standards in Table CC-3 and Table CC-4 of Subsection 4.134 (.11), five of which had two or more waiver requests, to which modification are warranted:

- Table CC-3: Site Design
  - Parcel Access: Parcel Driveway Width – Modify to include two driveway width maximums
  - Parcel Pedestrian Access: Parcel Pedestrian Access Width – Modify to limit where an access width of 8 feet is required
  - Parking Location and Design: Parking Location and Extent – Modify to eliminate parking bay limitation and require 50% of spaces to be designated for short-term uses
  - Grading and Retaining Walls: Maximum Height; Retaining Wall Design – Modify to increase height of walls not visible from adjacent streets and allow horizontal and/or vertical offset to reduce mass
- Table CC-4: Building Design
  - Primary Building Entrance: Accessible Entrance; Required Canopy – Modify to increase the allowed adjustment from 10% to 20%

- Overall Building Massing: Allowance of Primary Building Entrance; Ground Floor Height; Base Design – Modify to add a footnote allowing reduction in height of building entrance and ground floor corresponding to canopy height reduction

Attachment 1 includes proposed Code amendments and rationale for the proposed changes.

At this work session, staff is seeking the following feedback from the Planning Commission:

- Does the Planning Commission agree with the standards identified by staff for modifications?
- Does the Planning Commission have comments about the possible modifications recommended by staff?

**EXPECTED RESULTS:**

Feedback from this meeting will guide completion of a package of Development Code amendments that staff will present to Planning Commission for public hearing at the February 2024 meeting.

**TIMELINE:**

A Planning Commission public hearing on the Development Code amendments is expected in February 2024 with City Council adoption in March 2024.

**CURRENT YEAR BUDGET IMPACTS:**

Funding for the Coffee Creek Code Assessment work is allocated in the FY2023-24 Planning Division budget.

**COMMUNITY INVOLVEMENT PROCESS:**

The Coffee Creek Master Plan, as well as the Coffee Creek Industrial Design Overlay District drafting and review process, included comprehensive community involvement to gather input. For the current Coffee Creek Code Assessment project, staff has focused on gathering input from recent applicants and their consultant teams to inform the evaluation and provide input on the process and standards.

**POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:**

Refinement of the Coffee Creek FBC to facilitate future development while continuing to create the desired connected, high-quality employment center envisioned in the Master Plan will result in efficiencies for future users, as well as inform planning for the Basalt Creek industrial area to the north, which will benefit all members of the Wilsonville community who live and work in these industrial areas.

**ALTERNATIVES:**

Alternatives include:

- Make no modifications to the Coffee Creek Industrial Design Overlay District standards.
- Modify the Coffee Creek Industrial Design Overlay District standards related to the land use review process for applicants.

**ATTACHMENTS:**

1. Proposed Amendments to the Coffee Creek Industrial Design Overlay District Form-based Code

## Proposed Amendments to the Coffee Creek Industrial Design Overlay District Form-based Code

*Note: The tables below contain current Code language. Text highlighted in red is the subject of the proposed Code amendments.*

### Wilsonville Development Code

#### Section 4.134 (.11) Coffee Creek Industrial Design Overlay District

Table CC-3: Site Design			
	Addressing Streets	Supporting Streets	Through Connections
<b>1. Parcel Access</b>			
General	Unless noted otherwise below, the following provisions apply: <ul style="list-style-type: none"> <li>• Section 4.177(.02) for street design;</li> <li>• Section 4.177(.03) to (.10) for sidewalks, bike facilities, pathways, transit improvements, access drives &amp; intersection spacing.</li> </ul> The following Development Standards are adjustable: <ul style="list-style-type: none"> <li>• Parcel Driveway Spacing: 20%</li> <li>• <b>Parcel Driveway Width: 10%</b></li> </ul>		
<b>Parcel Driveway Width</b>	<b>Not applicable</b>	<b>24 feet, maximum or complies with Supporting Street Standards</b>	<b>24 feet, maximum or complies with Through Connection Standards</b>

#### Proposed Code Amendments:

Modify the standard to include two driveway width maximums:

- Keep 24-foot width with 10% allowed adjustment to 26.4 feet for the primary driveway providing access for passenger vehicles, light delivery, etc.
- Increase the driveway width to 40 feet maximum with 10% allowed adjustment to 44 feet for a secondary driveway or a driveway that provides access for heavy delivery vehicles, large trucks, etc.

#### Rationale for Proposed Changes:

- Two waivers were requested to allow increased width of a secondary driveway from a Supporting Street for heavy vehicle ingress/egress.
- The allowed driveway width, even with a 10% adjustment, was not sufficient for large truck ingress/egress from a Supporting Street or Through Connection.
- Applicants suggest a maximum of 40 to 45 feet would be adequate for a driveway providing truck ingress/egress.
- Auto-only driveway width of 24 feet with allowed adjustment to 26.4 feet is sufficient.
- While the main goal of the driveway maximum width is limiting the distance that pedestrians have to cross a driveway, thus providing for better pedestrian connectivity, the pedestrian crossing distance needs to be balanced with safe turning radius for larger



vehicles to prevent traffic slowdowns and stacking on the street, and damage to curbs and landscape areas from turning trucks.

Table CC-3: Site Design			
	Addressing Streets	Supporting Streets	Through Connections
<b>2. Parcel Pedestrian Access</b>			
<b>Parcel Pedestrian Access Width</b>	<b>8 feet wide minimum</b>		

**Proposed Code Amendments:**

Modify the standard to limit where an access width of 8 feet is required:

- Specify that the 8-foot access width is for pathways between the public ROW and Primary Building Entrance(s).

**Rationale for Proposed Changes:**

- No waivers were requested, but clarification is needed of specific locations where the access width must be 8 feet versus where 5 feet is sufficient.
- While the width requirement appears to apply to all connections into a site, it seems overly burdensome to require all connections from the public right-of-way to be 8 feet wide.
- The highest priority should be connecting the primary frontage to the primary building entrance.

Table CC-3: Site Design			
	Addressing Streets	Supporting Streets	Through Connections
<b>4. Parking Location and Design</b>			
General	Unless noted otherwise below, the following provisions apply: <ul style="list-style-type: none"> <li>• Section 4.155 (03) Minimum and Maximum Off-Street Parking Requirements</li> <li>• Section 4.155 (04) Bicycle Parking</li> <li>• Section 4.155 (06) Carpool and Vanpool Parking Requirements</li> <li>• Section 4.176 for Parking Perimeter Screening and Landscaping—permits the parking landscaping and screening standards as multiple options</li> </ul> The following Development Standards are adjustable: <ul style="list-style-type: none"> <li>• <b>Parking Location and Extent: up to 20 spaces permitted on an Addressing Street</b></li> </ul>		
<b>Parking Location and Extent</b>	<b>Limited to one double-loaded bay of parking, 16 spaces, maximum, designated for short-term (1 hour or less), visitor, and disabled parking only between right-of-way of Addressing Street and building.</b>	<b>Parking is permitted between right-of-way of Supporting Street and building.</b>	<b>Parking is permitted between right-of-way of Through Connection and building.</b>

**Proposed Code Amendments:**

Modify the standard to eliminate the limitation of one parking bay and allow some parking to be used for a longer duration:

- Keep the number of spaces unchanged at 16 spaces maximum with allowed adjustment to 20 spaces.
- Eliminate the requirement that all allowed spaces be located within one double-loaded bay of parking.
- Require that 50% of allowed spaces be designated for short-term, visitor, and disabled parking only, allowing other spaces to be utilized by other users or for longer duration.

**Rationale for Proposed Changes:**

- Three waivers were requested: one to the number of spaces due to unique site constraints and the waiver gave the City extra leverage to get enhanced landscaping along the frontage; another to allow two different parking bays, rather than one on an Addressing Street, while still meeting the maximum number of spaces; and two to allow some of the parking along an Addressing Street to be used by employees.
- Much of the development thus far (3 of 4 projects) tends not to have many customers or visitors; a majority of employees might work in the office area at the front of the building.
- Minimization of the appearance of parking from an Addressing Street is a key focus in the Pattern Book with the intent of providing a human scale to the public realm.

Table CC-3: Site Design			
	Addressing Streets	Supporting Streets	Through Connections
<b>5. Grading and Retaining Walls</b>			
General	The following Development Standards are adjustable:		
	<ul style="list-style-type: none"> <li>Retaining Wall Design: 20%</li> </ul>		
<b>Maximum height</b>	<p>Where site topography requires adjustments to natural grades, landscape retaining walls shall be 48 inches tall maximum.</p> <p>Where the grade differential is greater than 30 inches, retaining walls may be stepped.</p>		
<b>Retaining Wall Design</b>	Retaining walls longer than 50 linear feet shall introduce a 5-foot, minimum horizontal offset to reduce their apparent mass.		

**Proposed Code Amendments:**

Modify the standard to increase the maximum height for walls not visible from the right-of-way of adjacent streets and to allow a horizontal and/or vertical offset to reduce their mass.

- Keep the maximum height of 48 inches with a 20% allowed adjustment to 57.6 inches for retaining wall that are visible from the right-of-way of adjacent streets.
- Increase the height maximum to 60 inches with a 20% allowed adjustment to 72 inches for retaining walls that are only visible to users from within a site.
- Keep the requirement for an offset in walls longer than 50 linear feet, but clarify the meaning of “horizontal offset” by providing explanatory text or graphics/illustrations.

**Rationale for Proposed Changes:**

- Two waivers were requested to allow taller retaining walls to accommodate large flat buildings that require a level expanse within which to build, to meet grade at adjacent street right-of-way, and due to unique, site-specific design challenges.
- It is unclear how the requirement for a 5-foot minimum horizontal offset should be applied. Because it focuses on the linear length of the wall, rather than its height, it seems that the offset should be a vertical, rather than horizontal. Introducing a vertical offset can result in stability issues. It can lead to water penetration and wall failure.
- The Pattern Book (pages 23-24) emphasizes the intent to minimize site grading to preserve the natural character of a site. Contoured slopes are generally preferred to the installation of retaining walls. Where retaining walls are necessary to support site development, they should facilitate surface drainage, limit soil erosion, and avoid increasing instability of native soils. Retaining walls should be integrated with other site design features, such as stairs, ramps, and planters wherever possible.

Table CC-4: Building Design			
	Addressing Streets	Supporting Streets	Through Connections
<b>2. Primary Building Entrance</b>			
General	The following Development Standards are adjustable: <ul style="list-style-type: none"> <li>• <b>Required Canopy: 10%</b></li> <li>• Transparency: 20%</li> </ul>		
<b>Accessible Entrance</b>	The Primary Building Entrance shall be visible from, and accessible to, an Addressing Street (or a Supporting Street if there is no Addressing Street frontage). A continuous pedestrian pathway shall connect from the sidewalk of an Addressing Street to the Primary Building Entrance with a safe, direct and convenient path of travel that is free from hazards and provides a reasonably smooth and consistent surface consistent with the requirements of Americans with Disabilities Act (ADA). <b>The Primary Building Entrance shall be 15 feet wide, minimum and 15 feet tall, minimum.</b>		
<b>Required Canopy</b>	<b>Protect the Primary Building Entrance with a canopy with a minimum vertical clearance of 15 feet and an all-weather protection zone that is 8 feet deep, minimum and 15 feet wide, minimum.</b>		
<b>3. Overall Building Massing</b>			
Allowance of Primary Building Entrance	Where the Primary Building Entrance is located on an Addressing Street it may extend into the required front yard setback by 15 feet maximum provided that: <ol style="list-style-type: none"> <li>It has a two-story massing with a minimum height of 24 feet;</li> <li>The Parcel Frontage on the Addressing Street is limited to 100 feet;</li> <li>The building extension is 65% transparent, minimum;</li> <li><b>The entrance is protected with a weather-protecting canopy with a minimum vertical clearance of 15 feet;</b> and</li> <li>The standards for site design and accessibility are met.</li> </ol>	Not applicable	Not applicable
<b>Ground Floor Height</b>	<b>The Ground Floor height shall measure 15 feet, minimum from finished floor to finished ceiling (or 17.5 feet from finished floor to any exposed structural member).</b>		

**Proposed Code Amendments:**

Modify the standard to increase the allowed adjustment for required canopy height:

- Increase the allowed adjustment for required canopy height from 10% to 20% to allow a minimum canopy height of 12 feet.
- Add a footnote to Table CC-4 at the standards for “Accessible Entrance”, “Allowance of Primary Building Entrance”, and “Ground Floor Height” to allow corresponding reduction in the minimum height of the primary building entrance and ground floor height when an applicant elects to use the allowed adjustment to reduce the required canopy height.

**Rationale for Proposed Changes:**

- Two waivers were requested to reduce the required canopy height to 12 feet and two waivers were requested to adjust the interior ground floor height to 12 feet.
- A canopy height of 10 to 12 feet is the standard storefront dimension, where a height above 12 feet requires a curtain wall system, which is more expensive and likely requires custom fabrication.
- A lower canopy height may allow for better weather protection at the primary entrance, and can facilitate interior/exterior integration and line of sight.
- Applicants noted that an interior ceiling height requirement matching the exterior canopy feels more spacious in comparison to the typical dropped ceiling of 9 to 10 feet.
- If the allowed adjustment is changed to 20% from 10%, the resulting minimum would be 12 feet, which is the standard storefront dimension.

Table CC-4: Building Design			
	Addressing Streets	Supporting Streets	Through Connections
<b>3. Overall Building Massing</b>			
<b>Base Design</b>	<p><b>The design of the building Base shall:</b></p> <ul style="list-style-type: none"> <li><b>a. Use a material with a distinctive appearance, easily distinguished from the building Body expressed by a change in material, a change in texture, a change in color or finish;</b></li> <li><b>b. Create a change in surface position where the Base projects beyond the Body of the building by 1½ inches, minimum; and/or</b></li> <li><b>c. Low Berm Landscape Standard, Section 4.176(.02)E.</b></li> </ul>		

**Proposed Code Amendments:**

Modify the standard to clarify that any one of the three design options satisfies the requirement:

- Add “and/or” after “finish;” under (a.) in the standard.

**Rationale for Proposed Changes:**

- No waivers were requested, but clarification is needed as to whether the intent of the standard is to require (a.) **and/or** (b.), similar to with the Top Design, or to require **both** (a.) and (b.)
- Having a base that is both visually (a.) **and** dimensionally (b.) distinct is difficult to achieve, particularly with tilt-up concrete construction technology that has a large flat surface that is poured on the ground. Projecting panels, mesh treatment, or other means must be used to achieve the change in surface position.



# Coffee Creek Code Assessment

Planning Commission Work Session

December 13, 2023

Presented by: Cindy Luxhoj AICP, Associate Planner

# Coffee Creek Assessment Steps Completed to Date

May/June 2023

- Reviewed timeline to land use approval and requested waivers to form-based code standards

July/September 2023

- Conducted focused discussion with applicants and consultant teams

September 2023

- Sought direction at Planning Commission and City Council work sessions

October/November 2023

- Identified slight modifications to form-based code standards to make compliance more achievable for applicants



# Form-based Code Standards Proposed for Modifications

- Table CC-3: Site Design
  - Parcel Access: Parcel Driveway Width
  - Parcel Pedestrian Access: Parcel Pedestrian Access
  - Parking Location and Design: Parking Location and Extent
  - Grading and Retaining Walls: Maximum Height; Retaining Wall Design
- Table CC-4: Building Design
  - Primary Building Entrance: Accessible Entrance; Required Canopy; and Overall Building Massing: Allowance of Primary Building Entrance; Ground Floor Height
  - Overall Building Massing: Base Design

# Table CC-3: Site Design

## Parcel Drive Width

- Current standard:
  - 24 feet maximum, or complies with Supporting Street Standards
  - Allowed adjustment: 10% to 26.4 feet
- Modify to include two driveway width maximums:
  - Keep current standard for primary driveway providing access for passenger vehicles, light delivery, etc.
  - Increase driveway width to 40 feet maximum with 10% allowed adjustment to 44 feet for a secondary driveway or a driveway providing access for heavy delivery vehicles, large trucks, etc.

# Table CC-3: Site Design

## Parcel Pedestrian Access

- Current standard:
  - 8 feet wide minimum on Addressing Streets, Supporting Streets, and Through Connections
- Modify to limit where an access width of 8 feet is required:
  - Specify that 8-foot access width is for pathways between public right-of-way and primary building entrance(s)

# Table CC-3: Site Design

## Parking Location and Extent

- Current standard:
  - One double-loaded bay, 16 spaces, maximum
  - Allowed adjustment: Up to 20 spaces permitted
  - All spaces designated for short-term (1 hour or less), visitor, and disabled parking only between right-of-way of Addressing Street and building
- Modify to eliminate parking bay limitation and allow some parking to be used for longer duration:
  - Keep number of spaces unchanged.
  - Eliminate requirement that all allowed spaces be located within one double-loaded bay of parking.
  - Require that 50% of allowed spaces be designated for short-term, visitor, and disabled parking only, allowing other spaces to be utilized by other users or for longer duration.

# Table CC-3: Site Design Grading and Retaining Walls

- Current standard:
  - Maximum height of 48 inches
    - Allowed Adjustment: 20% to 57.6 inches
  - Walls longer than 50 linear feet must introduce a 5-foot minimum horizontal offset to reduce their apparent mass
- Modify to increase height of wall not visible from adjacent streets and clarify the meaning of “horizontal offset”:
  - Keep maximum height of current standard for retaining walls that are visible from adjacent street right-of-way.
  - Increase height maximum to 60 inches with a 20% allowed adjustment to 72 inches for retaining walls that are only visible to users from within a site.
  - Keep requirement for an offset in walls longer than 50 linear feet, but clarify meaning of “horizontal offset” by providing explanatory text or graphics/illustrations.

# Table CC-4: Building Design Required Canopy

- Current standard:
  - Vertical clearance of 15 feet minimum
  - All-weather protection zone minimum 8 feet deep and 15 feet wide
  - Allowed adjustment: 10% to 13.5 feet
- Modify to increase allowed adjustment to 20%:
  - Increase allowed adjustment for required canopy height from 10% to 20% to allow minimum canopy height of 12 feet.
  - Add footnote at the standards for “Accessible Entrance”, “Allowance of Primary Building Entrance”, and “Ground Floor Height” to allow corresponding reduction in minimum height of primary building entrance and ground floor height when applicant elects to use allowed adjustment to reduce required canopy height.

# Table CC-4: Building Design Base Design

- Current standard:
  - Building base design that:
    - (a.) Uses change in material, texture, color or finish to create a distinctive appearance;
    - (b.) Creates a change in surface position; and/or
    - (c.) Meets the Low Berm Landscape standard
- Modify to clarify that any one of three design options satisfies the requirement:
  - Add “and/or” after the last word under (a.) in the standard

# Next Steps

**February 2024**

Planning Commission  
Public Hearing

**March/April 2024**

City Council Public  
Hearing and Adoption



# Questions for Planning Commission

- Does the Planning Commission support the draft standards modifications?
- Comments on the modifications?

- Mr. Price clarified the triggers on the plot indicated when the equipment or facilities were expected to be in place, so cash should be expended prior to the date shown, which was reflected in the cash flow projection.

Chair Heberlein called for public testimony regarding the Wastewater Treatment Master Plan and confirmed with Staff that no one present at City Hall or on Zoom indicated they wanted to provide testimony. He closed the public hearing at 6:41 pm.

**Commissioner Hendrix moved to adopt Resolution No. LP22-0001 as presented. Commissioner Willard seconded the motion. Following a roll call vote, the motion passed unanimously.**

## **WORK SESSION**

### 3. Coffee Creek Assessment (Luxhoj)

Cindy Luxhoj, Associate Planner, updated on the Coffee Creek form-based code assessment via PowerPoint, which involved the four completed development projects in Coffee Creek. She reviewed the steps completed to date, noting Staff determined no modifications were needed to the land use review tracks and process, and presented the proposed modifications to six form-based code standards in Table CC-3 Site Design and Table CC-4 Building Design. The modifications were detailed in Attachment 1, including one proposed modification to the base design of the building not included in the Staff report. (Slide 9) The proposed modifications would come before the Planning Commission for public hearing in February 2024 and before Council for adoption in March or April.

Comments and feedback from the Planning Commission was as follows with responses to Commissioner questions as noted:

- Overall, the Commission was satisfied with the proposed modifications.
- Initially, the potential for dramatic changes was a concern, but the adjustments were acceptable, and Staff's judicious approach was appreciated.
- Ms. Luxhoj confirmed the short-term parking standard modification only applied to parking on an Addressing Street, not additional parking for employees in the back or on other streets, such as supporting streets and through connections. The goal was to limit the extent of the parking on the Addressing Street to maintain a more personable public realm.
- For the next meeting, Staff was asked to provide an example of a five-ft offset to provide a clearer understanding of what that would look like in the real world. (Slide 7)
- What was the purpose of defining a maximum but allowing adjustment? Why not just define the maximum as what the City actually wanted the maximum to be?
  - Daniel Pauly, Planning Manager, agreed it was a good question, especially for the legislature. If an adjustment standard was written, but there was no standard for that adjustment, then it was the maximum, so it might as well be written as the maximum.
  - The difference was some rationale must be provided to get an adjustment. Big picture is important, because often, when creating clear and objective standards to make the process easier, a number had to be chosen, so allowing some flexibility for that number to be a broader gray line often made sense. However, the City still defaulted to whatever number was identified until the rationale for changing it, such as improved design, was provided.

The goal was to make the process easy and not trigger a full public hearing for minor changes.

- Ms. Bateschell citing the Panattoni building project in Coffee Creek where multiple interrelated waivers were triggered to preserve a cluster of trees that both the applicant and the City wanted to save. From a design perspective, it was a much better project, but it went to the Development Review Board (DRB) creating a longer process for the applicant.
- The form-based code was intended to create an administrative path for industrial buildings. While 15 ft was the standard for canopy height was a 12-ft high canopy unacceptable when a great project resulted?
- The idea was to create some small buffers above and below the desired number. Providing flexibility in a project that delivers a better result was fine; it was close to the other number, but the City wanted a reason for it, rather than just approving waiver requests with no discussion about how the decision was made. Approving a waiver could allow things the City did not want to see on every project site, but in Panattoni's case, the better site orientation preserved the trees.
- The clear and objective standard was what the City wanted to see, but adjustments provided the planning director some wiggle room when site conditions made it difficult for the project to meet those standards to grant, if justified, the requested modifications without a full public hearing process.
- Staff was asked to carefully examine the modifications, and if adjustments were allowed, to ensure there was a clear reason that would trigger the adjustment to be acceptable. If not, the language should be changed to an actual maximum or revise the language to differentiate between the recommended and maximum values, because it was not a maximum if there was an allowance to adjust it later.
- Ms. Luxhoj clarified that the scope of adjustments would be applied downward for minimum standards, and upward for maximum standards. An adjustment to a minimum height would allow for a reduction in height and if the scenario regarded a maximum height, the adjustment would allow for an increase in height.
- Discussion continued about the need for the Code to be clear about the rationale for accepting adjustments if a Code minimum or maximum was provided and what triggers the variance to be something acceptable to approve.
  - The purpose of a variance/adjustment was to provide flexibility, and if that flexibility was limited to only certain items, then the flexibility is reduced. Unless a specific list of all the possible justifications for variances was created, there was no way to justify the adjustment. The idea was to look at the different circumstances of each site, and some adjustments result on a much better design based on the Staff's justification to allow the requested variance. As noted, a specific justification might be a cluster of trees. Listing all the possibilities was impossible.
    - Mr. Pauly did not believe listing all the possibilities for variances would be necessary, the justification would be similar to the City's waiver criteria. Applicants had to provide a reasonable statement justifying their request based on the purpose of the Code or the Planned Development Standards, such as taking advantage of improved technology, making a better site plan, etc., rather than a specific list of qualifications.

- Ms. Bateschell noted criteria already existed in the Code requiring applicants to show how the original intent of the standard within the form-based code was being met in order to obtain the adjustment.
  - For the Black Creek project site, parking beyond the maximum allowed on Garden Acres Rd, the Addressing Street frontage, required a waiver and therefore, had to go through the hearing process. The project still had to meet the Code's intent, which was to not have a sea of parking out front, not that much depth before getting to the building and have it oriented in a certain way. Because of the waiver, additional landscaping and screening was required to diminish the view of the parking lot. The design standards and handbook of the form-based code provided some criteria for how to evaluate such adjustments.
- Knowing something in the Code outlined the process for obtaining an adjustment was helpful and having staff's documented justification of the Black Creek project addressed concerns about adjustments being approved willy-nilly; otherwise, the City was setting a precedent by waiving a rule without justifying it properly and the next applicant would expect the same.
- Ms. Luxhoj explained the thoughtful approach taken in the recommended modifications to the form-based code without losing sight of its intent while also providing the waiver process. Based on discussions with former applicants, considerations were made about what could be tweaked to reduce the number of requested waivers, such as having a wider width on a secondary driveway, while keeping the primary driveway at the narrower width.
  - The aim was to balance adjustments that made compliance more feasible for future projects while preserving the Code's intent and maintaining waivers for more substantial changes, like extensive parking or tall retaining walls, where proper justification would still be required through the waiver process.

Commissioner Mesbah commended Ms. Luxhoj for her clear explanation of the rules and codes, without any reference to the public good that should come from enforcing the Code, noting the potential for such regulations to become overly bureaucratic.

#### 4. Frog Pond East and South Implementation-Development Code (Pauly)

Daniel Pauly, Planning Manager, continued the discussion on the Frog Pond East and South Implementation Code Amendments via PowerPoint, updating the Commission on specific draft Development Code amendments for Siting and Design Development Standards, further describing the removal of minimum lot sizes, as well as updating other key standards, including front setbacks, maximum building width, and draft floor to area ratios (FARs). (Slides 3-18)

- He clarified the State rules requiring the allowance of three-story middle housing was only if parking was required; the City could limit the height to two-stories if parking was not required, which would be the case in Frog Pond. As the Code continued to be refined, the maximum building height could potentially be adjusted down. The 35-ft height maximum was based on an old, traditional 10-ft story and current development patterns now had slightly higher ceiling heights. (Slide 9)

Comments from the Planning Commission on the Draft Development Standards topics were as follows with responses to Commissioner questions as noted:



**WORK SESSION**

Coffee Creek Assessment (Luxhoj)



**CITY COUNCIL MEETING  
STAFF REPORT**

<b>Meeting Date:</b> September 18, 2023		<b>Subject:</b> Coffee Creek Code Assessment	
		<b>Staff Member:</b> Cindy Luxhoj AICP, Associate Planner	
		<b>Department:</b> Community Development	
<b>Action Required</b>		<b>Advisory Board/Commission Recommendation</b>	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda		<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable	
		<b>Comments:</b> N/A	
<b>Staff Recommendation:</b> Staff recommends Council provide requested input on direction of possible Development Code amendments to the Coffee Creek Industrial Design Overlay District.			
<b>Recommended Language for Motion:</b> N/A			
<b>Project / Issue Relates To:</b>			
<input checked="" type="checkbox"/> Council Goals/Priorities: Attract high-quality industry and increase investment in industrial areas	<input checked="" type="checkbox"/> Adopted Master Plan(s): Coffee Creek Master Plan	<input type="checkbox"/> Not Applicable	

**ISSUE BEFORE COUNCIL:**

Staff has initiated an assessment of the Coffee Creek Industrial Design Overlay District form-based code, which was adopted in 2018 for the Coffee Creek Master Plan area, and is seeking input from City Council on the direction of possible Development Code amendments to the form-based code standards and review process.

**EXECUTIVE SUMMARY:**

The City adopted the Coffee Creek Master Plan in 2007 to guide industrial development in the Coffee Creek area. In 2018, the City adopted the Coffee Creek Industrial Design Overlay District form-based code (Development Code Section 4.134) and accompanying Pattern Book to establish clear and objective regulations and guidelines for the area. These standards guide street design and connectivity, site design, circulation, building form and architecture, and landscaping for future development.

To facilitate a predictable and timely process for reviewing industrial development applications in Coffee Creek, two land use review tracks were established:

- Class 2 Administrative Review of applications meeting all the clear and objective standards of the form-based code.
- Development Review Board review of applications requesting one or more waivers to the standards.

The City also modified procedures governing City Council review of annexations and Zone Map amendments in Coffee Creek. These modifications allow for City Council review of the requests without prior review or recommendation by the Development Review Board, thus facilitating concurrent processing with other related development permit applications for a project, such as Stage 1, Stage 2, Site Design Review, etc.

When adopted, the form-based code standards and review process was subject to a pilot period of three completed development applications or five years, whichever comes first. As of 2023, both milestones have been achieved, with four completed industrial development projects in various stages of construction throughout the Coffee Creek area (see Attachment 1); thus, staff is assessing the form-based code. This review will enable the City to determine whether adjustments are warranted to the standards, process, or both, to achieve the overall objective of providing a clear and quick development review process that fosters creation of a connected, high-quality employment center in Coffee Creek.

To date, staff has reviewed the timeline to land use approval for the four completed development projects in Coffee Creek (see Attachment 2) and types of requested waivers to the form-based code standards (see Attachment 3). The timeline to approval, from complete application to final land use approval, has varied from roughly three (3) to seven (7) months. Each application applied for at least one waiver triggering review by the Development Review Board and so, to date, the Class 2 review process has not been utilized. Waivers requested have been for driveway width on a Supporting Street, parking location and use at the front of a building on an Addressing Street, retaining wall height and design, and building entrance canopy and ground floor ceiling height, among others.

In July 2023, staff also conducted three focused discussions with applicants and their consultant teams to gain feedback from a customer service standpoint about the form-based code to inform the current assessment (see Attachment 4). Earlier this month, staff engaged in a follow-up discussion with one of the applicants to understand in more depth which of the form-based code standards could more closely align with current and future needs of prospective industrial users in the Coffee Creek area.

In regards to process, applicants stated a preference for more definite guidance upfront from City staff about specific Code requirements and the development review timeline. They also desired more frequent communication about application deficiencies during completeness review and preparation of the land use decision so that they could address issues as they arose. Many of these comments about the timeliness and predictability of the development permit process were not specific to the form-based code, and when applicants focused on Coffee Creek their comments were mostly positive. The ability to take an application to City Council public hearing prior to Development Review Board review was greatly appreciated and added appreciable time savings to the process. Related to the form-based code standards, applicants offered helpful suggestions for adjustments to the standards, particularly related to project waiver requests, which will help inform discussions about what Code amendments could improve and streamline the development review process while maintaining the desired high-quality design in the Coffee Creek Industrial Area (see Attachment 5).

Based on this initial work, it appears that the land use review process is overall working as designed to facilitate a predictable and timely process for reviewing industrial development applications in Coffee Creek. Concurrent City Council review of annexations and Zone Map amendments, which all four projects requested, in particular is enabling a more streamlined land use review process. However, none of the projects has been able to meet all the form-based code standards and utilize the Class 2 Administrative Review track. Rather, they all have required at least one waiver and, thus, review by the Development Review Board, which has resulted in longer timelines to obtaining approval.

Therefore, staff has determined that modification to the land use review tracks and process is not needed. However, staff is recommending the City Council consider slight adjustments to the form-based code standards to make compliance more achievable for applicants, with the objective of enabling applicants to use the Class 2 Administrative Review track while not compromising the City's ability to continue creating a connected, high-quality employment center in Coffee Creek.

At this work session, staff is seeking the following feedback from City Council:

- What questions does City Council have about the Coffee Creek Code Assessment project?
- Does City Council agree with the direction of possible Development Code amendments described by staff that maintains the review process and focuses on adjusting the form-based code standards to reduce the need for waiver requests?



**EXPECTED RESULTS:**

Feedback from the meeting will guide staff in drafting a package of proposed Development Code amendments that staff will present to City Council for feedback this winter.

**TIMELINE:**

Planning Commission was briefed on the Coffee Creek Code Assessment at their September 13, 2023 meeting. Work sessions with Planning Commission and City Council are anticipated in December 2023. A Planning Commission public hearing and recommendation to City Council on the Development Code amendments is expected in February 2024. City Council public hearing and adoption is anticipated in March or April 2024.

**CURRENT YEAR BUDGET IMPACTS:**

Funding for the Coffee Creek Code Assessment work is allocated in the FY2023-24 Planning Division budget.

**COMMUNITY INVOLVEMENT PROCESS:**

The Coffee Creek Master Plan, as well as the Coffee Creek Industrial Design Overlay District drafting and review process, included comprehensive community involvement to gather input. For the current Coffee Creek Code Assessment project, staff has focused on gathering input from recent applicants and their consultant teams to inform the evaluation and provide input on the process and standards.

**POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:**

Refinement of the Coffee Creek form-based code to facilitate future development while continuing to create the desired connected, high-quality employment center envisioned in the Master Plan will result in efficiencies for future users, as well as inform planning for the Basalt Creek industrial area to the north, which will benefit all members of the Wilsonville community who live and work in these industrial areas.

**ALTERNATIVES:**

Alternatives include:

- Make no modifications to the Coffee Creek Industrial Design Overlay District standards.
- Modify the Coffee Creek Industrial Design Overlay District standards related to the land use review process for applicants.

**CITY MANAGER COMMENT:**

N/A

**ATTACHMENTS:**

1. Coffee Creek Regulating Plan with Location of Approved Developments
2. Coffee Creek Industrial Area Application Timeline to Approval
3. Waiver Requests for Approved Developments in Coffee Creek
4. Participant List and Questions for Coffee Creek Form-based Code Discussions
5. Summary of Feedback from Coffee Creek Form-based Code Focused Discussions

# Coffee Creek Regulating Plan with Location of Approved Developments

- 1. Coffee Creek Logistics
- 2. Black Creek Group
- 3. Precision Countertops
- 4. Delta Logistics



Figure CC-1 - Regulating Plan

## COFFEE CREEK INDUSTRIAL AREA APPLICATION TIMELINE TO APPROVAL

TIMELINE TO APPROVAL	BLACK CREEK GROUP INDUSTRIAL	COFFEE CREEK LOGISTICS	DELTA LOGISTICS SITE EXPANSION	PRECISION COUNTERTOPS
<b>Length of Review, Complete Application through Final Approval (end of City Council or DRB appeal period, whichever is latest)</b>	<b>3 months 6 days (March 10, 2022 through June 15, 2022)</b>	<b>3 months 21 days (July 1, 2020 through October 21, 2020)</b>	<b>7 months 11 days (October 14, 2022 through May 24, 2023)</b>	<b>4 months 20 days (December 14, 2022 through May 3, 2023)</b>
Pre-Application Meeting	June 17, 2021 (PA21-0015)	September 26, 2019 (PA19-0019)	April 15, 2021 (PA21-0007)	July 29, 2021 (PA21-0019)
<b>Completeness Review – 1<sup>st</sup> Application</b>				
o Submitted	December 21, 2021 (DB21-0083 et seq)	February 27, 2020 (DB20-0017 et seq)	April 19, 2022 (DB22-0007)	October 8, 2021 (DB21-0049 et seq; Reassigned to AR21-0050)
o Incomplete Notice issued	January 20, 2022	March 26, 2020	May 19, 2022	November 5, 2021
o Resubmitted	February 14, 2022	July 1, 2020 <sup>*1</sup>	August 26, 2022	--
o 2 <sup>nd</sup> Incomplete Notice issued	--	--	September 16, 2022	--
o Resubmitted	--	--	October 12, 2022 <sup>*2</sup>	--
o Complete Notice issued	<b>March 10, 2022</b>	<b>July 1, 2020</b>	<b>October 14, 2022</b>	--
o Withdrawn	--	--	--	March 23, 2022
o 180-day Review Period ended	--	--	--	April 6, 2022
<b>Completeness Review – 2<sup>nd</sup> Application</b>				
o Submitted	--	--	--	July 8, 2022 (AR22-0008; Reassigned to DB22-0011)
o Incomplete Notice issued	--	--	--	August 5, 2022
o Resubmitted	--	--	--	November 14, 2022
o Complete Notice issued	--	--	--	<b>December 14, 2022</b>
<b>City Council</b>				
o 1 <sup>st</sup> Reading	May 2, 2022	September 10, 2020	January 5, 2023	March 20, 2023
o 2 <sup>nd</sup> Reading	May 16, 2022	September 21, 2020	January 19, 2023	April 3, 2023
o Ordinance Effective Date	<b>June 15, 2022</b>	<b>October 21, 2020</b>	<b>February 18, 2023</b>	<b>May 3, 2023</b>
<b>Development Review Board</b>				
o Public Hearing	May 23, 2022	September 28, 2020	May 8, 2023 <sup>*3</sup>	April 10, 2023 <sup>*4</sup>
o Notice of Decision	May 24, 2022	September 29, 2020	May 9, 2023	April 11, 2023
o Appeal Period ended	<b>June 8, 2022</b>	<b>October 14, 2020</b>	<b>May 24, 2023</b>	<b>April 26, 2023</b>
120-day Review Period ended	July 8, 2022	October 29, 2020	February 11, 2023	April 13, 2023
o 120-day Waiver extending Review Period ended	--	--	March 30, 2023	May 3, 2023
o 2 <sup>nd</sup> 120-day Waiver extending Review Period ended	--	--	June 30, 2023	--
<b>Subsequent Class 2 Administrative Review</b>				
o Submitted	June 23, 2022	May 20, 2022	--	--
o Pending Notice issued	July 21, 2022	June 2, 2022	--	--
o Notice of Decision issued	September 26, 2022	June 16, 2022	--	--
o Appeal Period ended	October 10, 2022	June 30, 2022	--	--
<b>Notes:</b>				
<sup>*1</sup> Resubmittal included request to deem application complete per ORS 227.178(2)(b)				
<sup>*2</sup> Request to deem application complete per ORS 227.178(2)(b) received on October 14, 2022				
<sup>*3</sup> Public Hearing rescheduled from January 23, 2023, to February 13, 2023; February 13, 2023 to March 27, 2023; and March 27, 2023, to May 8, 2023, at applicant's request.				
<sup>*4</sup> Public Hearing rescheduled from March 27, 2023, to April 10, 2023, at applicant's request.				

WAIVER REQUESTS FOR APPROVED DEVELOPMENT IN COFFEE CREEK

Subsection 4.134(.11)	Development Standard	Waiver Request
<p>Table CC-3 1. Parcel Access / Parcel Driveway Width / Supporting Streets</p>	<p>24 feet, maximum, or complies with Supporting Street Standards  <u>Allowed adjustment:</u> 10% (to 26.4 feet)</p>	<p><u>Black Creek Group Industrial</u>                      Applicant proposed to increase the width of the southwest driveway to 50 feet to accommodate vehicle turning movements into the site from the Supporting Street.</p> <p><u>Precision Countertops</u>                      Applicant proposes to increase the width of the east driveway to 40 feet to accommodate vehicle turning movements into the site from the Supporting Street.</p>
<p>Table CC-3 4. Parking Location and Design / Parking Location and Extent / Addressing Streets</p>	<p>Limited to one double-loaded bay of parking, 16 spaces, maximum, designated for short-term (1 hour or less), visitor, and disabled parking only between right-of-way of Addressing Street and building.  <u>Allowed adjustment:</u> Up to 20 spaces permitted on an Addressing Street</p>	<p><u>Black Creek Group Industrial</u>                      Applicant proposed to locate 49 of 71 spaces of provided parking between the right-of-way of SW Garden Acres Road (Addressing Street) and the front of the building. In addition, the applicant proposed to use the spaces for employee parking, as well as the permitted uses of short-term, visitor, and disabled parking.</p> <p><u>Coffee Creek Logistics Center</u>                      Applicant proposed two (2) parking bays, one (1) containing four (4) spaces and the other containing five (5) spaces outside the office endcaps at the front of the building on SW Clutter Street, rather than one (1) double-loaded bay.</p> <p><u>Delta Logistics Site Expansion</u>                      Applicant proposed to locate 15 of 41 spaces of provided parking between the right-of-way of SW Day Road (Addressing Street) and the front of the building. Of these spaces, the applicant proposed to use six (6) of the spaces for the permitted uses of short-term, visitor, and disabled parking, and requested a waiver to use nine (9) of the spaces for employee parking,</p>

Subsection 4.134(.11)	Development Standard	Waiver Request
Table CC-3 4. Parking Location and Design / Parking Setback / Addressing Streets	20 feet minimum from the right-of-way of an Addressing Street	<p><u>Black Creek Group Industrial</u> Applicant proposed a narrower 9-foot setback from the right-of-way of SW Garden Acres Road (Addressing Street) than the 20-foot minimum.</p>
Table CC-3 4. Parking Location and Design / Off Street Loading Berth / Addressing Streets	<p>One loading berth is permitted on the front façade of a building facing an Addressing Street. The maximum dimensions for a loading are 16 feet wide and 18 feet tall. A clear space 35 feet, minimum is required in front of the loading berth.</p> <p>The floor level of the loading berth shall match the main floor level of the primary building. No elevated loading docks or recessed truck wells are permitted.</p> <p>Access to a Loading Berth facing an Addressing Street may cross over, but shall not interrupt or alter, a required pedestrian path or sidewalk. All transitions necessary to accommodate changes in grade between access aisles and the loading berth shall be integrated into adjacent site or landscape areas.</p> <p>Architectural design of a loading berth on an Addressing Street shall be visually integrated with the scale, materials, colors, and other design elements of the building.</p>	<p><u>Coffee Creek Logistics Center</u> Applicant proposed one at-grade loading berth and 19 recessed loading berths on the front façade of the building facing an addressing street.</p>
Table CC-3 5. Grading and Retaining Walls / Maximum Height / Addressing Streets	<p>Where site topography requires adjustments to natural grades, landscape retaining walls shall be 48 inches tall maximum.</p> <p>Where the grade differential is greater than 30 inches, retaining walls may be stepped.</p> <p>Allowed adjustment: 20% (to 57.6 inches)</p>	<p><u>Black Creek Group Industrial</u> Applicant proposed a retaining wall on the western side of the drive aisle along SW Grahams Ferry Road, the middle, roughly 105-foot-long section of which varied from 48 inches to 57 inches in height, exceeding the maximum height limitation.</p> <p><u>Delta Logistics Site Expansion</u> Applicant proposed two (2) retaining walls, one (1) on the east side of the SROZ and one (1) on the north, east, and south sides of the building on the east part of the site. The east retaining wall, with a maximum height of over 18 feet, exceeded the allowed height by several feet.</p>

Subsection 4.134(.11)	Development Standard	Waiver Request
Table CC-3 7. Location and Screening of Utilities and Services / Location and Visibility / Addressing Streets	Site and building service, equipment, and outdoor storage of garbage, recycling, or landscape maintenance tools and equipment is not permitted	<u>Black Creek Group Industrial</u> Applicant proposed to locate the trash/recycling enclosure adjacent to SW Grahams Ferry Road (Addressing Street) on the western side of the building.
Table CC-4 2. Primary Building Entrance Accessible Entrance / Required Canopy	Protect the Primary Building Entrance with a canopy with a minimum vertical clearance of 15 feet and an all-weather protection zone that is 8 feet deep, minimum and 15 feet wide, minimum. <u>Allowed adjustment:</u> 10% (to 13.5 feet)	<u>Black Creek Group Industrial</u> Applicant proposed a canopy height of 12 feet.  <u>Coffee Creek Logistics Center</u> Applicant proposed a canopy height of 12 feet.
Table CC-4 3. Overall Building Massing / Base, Body, and Top Dimensions	Buildings elevations shall be composed of a clearly demarcated base, body and top. b. For Buildings between 30 feet and 5 stories in height: i. The base shall be 30 inches, minimum; 2 stories, maximum. ii. The body shall be equal to or greater than 75% of the overall height of the building. iii. The top of the building shall be 18 inches, minimum. <u>Allowed adjustment:</u> 10% (Body: to 67.5 %)	<u>Coffee Creek Logistics Center</u> Applicant proposed a body that is 66.25% of overall building height.
Table CC-4 3. Overall Building Massing / Ground Floor Height	The Ground Floor height shall measure 15 feet, minimum from finished floor to finished ceiling (or 17.5 feet from finished floor to any exposed structural member). <u>Allowed adjustment:</u> 10% (to 13.5 feet)	<u>Black Creek Group Industrial</u> Applicant proposed an interior ground floor height of 12 feet.  <u>Coffee Creek Logistics Center</u> Applicant proposed an interior ground floor height of 12 feet.

## PARTICIPANT LIST AND QUESTIONS FOR COFFEE CREEK FBC DISCUSSIONS

### PARTICIPANTS

#### FOCUSED DISCUSSION – JULY 20, 2023

- Projects: Precision Countertops
  - Will Grimm, First Forty Feet
  - Simone O-Halloran, MDG Architecture/Interiors

#### FOCUSED DISCUSSION – JULY 24, 2023

- Projects: Coffee Creek Logistics, Black Creek Group, Delta Logistics
- Participants:
  - Lee Leighton, Mackenzie
  - Scott Moore, Mackenzie
  - Nicole Burrell, Mackenzie

#### FOCUSED DISCUSSION – JULY 27, 2023

- Projects: Coffee Creek Logistics, Black Creek Group
- Participants:
  - Kim Schoenfelder, KGIP
  - Zach Desper, Ares Management

### QUESTIONS

1. The two land use review tracks, Administrative Review and Development Review Board, in Coffee Creek were established to facilitate a predictable and timely process for reviewing industrial development applications.
  - a. Based on your experience with the application and land use review process, do you agree that the process is predictable?
  - b. What do you think are the aspects of the process that help achieve this intended result or, conversely, that hinder achieving a predictable result?
2. The four developments subject to the Form-based Code in Coffee Creek have taken roughly 3 to 4 months, with one application taking roughly 7 months, from complete application to final approval of land use application (end of City Council or Development Review Board appeal period).
  - a. Based on your experience with industrial land development, do you think this is a reasonable timeline for land use review?
  - b. Do you think the process resulted in a relatively streamlined and straightforward review and approval?
  - c. Did concurrent City Council review of the annexation and Zone Map amendment make a difference in the process?
  - d. Do you have suggestions for how the process could be refined to shorten the review timeline further?

3. Two of the projects required subsequent Class 2 Administrative Review for modifications to number of parking spaces, landscaping, stormwater facilities, tree removal/retention, and other site improvements that were triggered by Building and Engineering requirements and Planning compliance related to construction.
  - a. Do you think there are modifications that could be made to the land use review process that would reduce the potential need for subsequent review?
4. All four projects in Coffee Creek had to request one or more waivers to the Coffee Creek standards, so none to date have been able to use the more efficient Administrative Review process. The waivers were for such site design elements as parcel driveway width on a Supporting Street, parking location and extent on an Addressing Street, retaining wall height and design, building entrance canopy height, etc.
  - a. Based on your project experience, do you think any of the standards are overly restrictive to development or pose a particular design challenge? Do you have suggestions for how those standards could be modified to make them less challenging?
  - b. Did the Form-based Code and Pattern Book encourage your team to do something different or result in a better building or site design?
  - c. What do you particularly like about the Form-based Code?
5. Would your design team have benefited from any additional information being provided during the pre-application meeting for your project that you did not receive?
6. Are there any questions you have for Staff or other comments and insights you would like to share?



## SUMMARY OF FEEDBACK FROM COFFEE CREEK FORM-BASED CODE FOCUSED DISCUSSIONS

### Feedback about Process:

Many comments received about the timeliness and predictability of the land use review process were not specific to the two-track process in Coffee Creek, but to land use review in general, particularly related to pre-application meetings and completeness review.

Information provided by the City, from all Departments/Divisions, at pre-application meetings needs to be as detailed as possible to enable an applicant to design and prepare plans for land use review that meet applicable standards, as rework during site design is costly and causes delay. However, it can be difficult at the pre-application stage to provide detail about a particular site plan, because designs will evolve as requirements and standards are better understood during land use review.

Follow-up meetings post pre-application, which are offered by the City, need to happen more than they do as they are helpful to applicants. But these meetings add to review time to organize and coordinate schedules, so a balance is needed.

Applicants need detailed guidelines about rules and requirements so they have clarity about what they are trying to design. No clarity leads to no predictability and, thus, delay. However, applicants also need to spend time understanding what the City is trying to accomplish, so everyone is on the same page as early in the process as possible.

Getting from the pre-application meeting to application submittal can be challenging. This is particularly the case when an applicant modifies their original design to respond to staff input provided at the pre-application meeting and the revised design raises new questions or concerns about compliance with the standards.

It is critical for the applicant to have definite information at the front of project planning for pro-forma and financial commitments. Drastic changes to a site plan that may be needed before submittal for land use completeness review have ripple effects on project design. For example, while the design standards for Supporting Streets are intentionally flexible to accommodate the unique characteristics of each project site, this can be perceived by the applicant as ambiguous and open to interpretation and they may struggle to find an acceptable design solution. This affects speed to market, which is key in speculative building.

With respect to projects in Coffee Creek, the timeline has been reasonable for land use review. But cyclical rounds of review and needed adjustments in some cases were challenging and, in applicants' opinion, time consuming.

Applicants prefer a concrete estimate of timeline to approval and work backward from there to map out their project schedule. If the City provides a timeline estimate and there are delays, either on the applicant's part or in staff response, that prolong the process, this is frustrating for the applicant and has ripple effects on scheduling, cost estimating, budgeting, etc. If the City can answer the biggest question – How long will land use review take? – with certainty at the pre-application meeting, everyone benefits. Now that four projects have gone through the land use review process in Coffee Creek, it may be prudent to adjust the timeline estimate to reflect the experience.

Going to City Council first for annexation and Zone Map amendment as is allowed in Coffee Creek is a significant benefit for applicants, with respect to time savings, and the process has been fairly smooth and worked as anticipated.

After application submittal for completeness review, the land use review process in Coffee Creek was generally predictable and timely. Staff is a good partner and great to work with. At times, more detailed review during completeness from all Departments/Divisions could be helpful. In addition, City review and feedback to the applicant can lag when issues come up. It would be helpful in these instances for staff to mobilize around the issue in a timely manner so it can be addressed quickly and the project can continue to progress through the review process. Timely and frequent conversations are needed throughout the process.

Overall applicants feel staff works very hard to get to yes on applications in Coffee Creek. However, in applicants' opinion it is possible that predictability and timeliness could be improved with more communication with the applicant during completeness review, which could result in fewer incompleteness and compliance items. Also, applicants would prefer more conditions of approval in the land use decision, rather than trying to dial in an application before the decision is issued. Detailed reviews are helpful, but applicants question how many such reviews are enough before outstanding items are conditioned so the project can move forward in the process.

Predictability and timeliness could be improved if some latitude or flexibility was built into the land use approval that anticipates subsequent design changes at the construction permitting stage and either considers the changes substantially compliant or as Class 1 Administrative Review. Returning to the original approving body or going through subsequent Class 2 Administrative Review following approval adds significantly to the project timeline.

**Feedback about Intent of FBC:**

There appears to be a disconnect between some of the form-based code standards and development typologies described in the Pattern Book and actual development occurring in Coffee Creek. Of the four approved projects in Coffee Creek, three are large single- or two-tenant, speculative industrial warehouse distribution facilities with office endcaps, and one is a corporate headquarters with office, showroom, and manufacturing components. Except for the corporate headquarters, these developments do not fully match the envisioned typologies, which include a mix of uses and more than one building on a site, as well as multi-story office buildings. As a result, achieving fully compliant design, particularly with site design and building form standards, is challenging and resulted in requested waivers. If on-the-ground reality is not fully consistent with the vision for Coffee Creek development typologies but still desirable, does there need to be adjustment to some of the form-based code standards to better align them with market conditions and to anticipate what might come in the future?

The question was raised as to whether the intent of the form-based code is being met with development that has occurred to date, and what the City wants to set the stage for in the future. Now that four projects have gone through the land use review process, what do the next four projects want to be? It could be helpful to have an evolving Master Plan for Coffee Creek that adjusts as projects are constructed to see how they all work together. The Master Plan should be a living document and road map to the future that adapts and updates as the area evolves with development.

**Feedback about FBC Standards:**

Prescriptive standards can limit innovative design. If a proposed development does not follow Code verbatim, but is a desirable or creative design that the City would like to see developed, is there a path to approval or does the design have to be less or different just to meet the standards? It was suggested that flexibility is needed in the standards, within the administrative review process, to enable the ability to pivot and accommodate divergence, while still achieving the City's vision for the area.

Speculative building (e.g., Black Creek Group) is very different from build-to-suit (e.g., Precision Countertops). Designing standards that work for both types of buildings while not impossible is extremely challenging because of differing operational and site design needs. Speculative users have a list of desirable characteristics for a site and they want to check as many as possible off the list. The purpose of constructing a speculative building is to attract a high quality tenant by checking as many of the boxes as possible based on standards that work for the industry, while making Wilsonville the most desirable location for a prospective user when compared with the larger market.

Applicants want to look at the form-based code and understand what is required. This necessitates that the standards be crystal clear, so that project planning and site design is predictable and there are not gray areas.

Standards that speak to operations are of primary importance from the applicant's perspective and need to be "all dialed in", then the form-based code overlays "desired features" (landscaping, connectivity, etc.) to get what is desired. When they are inflexible or do not make sense operationally, standards cannot be achieved and waivers are needed to enable what operationally works. If the standards that speak to operations are right, it facilitates the process and does not hinder achieving a predictable result. The standards should be reviewed with an eye to allowing more latitude or a higher threshold without requiring a waiver for those that address operations.

**Driveway Width**

Limiting the driveway width from a Supporting Street to a maximum of 26 feet with adjustment is problematic. There should an allowance for a wider driveway, at least 40 feet wide, to accommodate large truck movements entering/exiting a site. A narrower driveway is fine for passenger vehicles and smaller delivery trucks. Other factors that affect driveway width include such things as restricted access to/from a supporting street, angle of approach, etc.

**Parking Location and Design on an Addressing Street**

Location and design of passenger vehicle parking is dictated by where loading docks are located - rear, front, side, or cross – characteristics of site, size and orientation of building, etc. With a front load building, it is rare not to see parking in the front. Smaller sites also usually prefer to have parking in the front of the building. This is important to operations, security, and accessibility for employees and customers.

A secure truck court and yard is a high priority need for industrial users. Separating truck and passenger vehicle traffic is essential for safety. Limiting parking, in both number and who can park there, at the front of the building makes achieving separation challenging. If parking is not at the front, then the truck court likely will be on the front, which is less desirable from an aesthetic standpoint.

Allowing 20 spaces maximum with adjustment at the front of a building is extremely limiting. It was suggested that the ratio of allowed parking on an Addressing Street should be adjusted based on the square footage of the building, thus allowing more parking at the front for a larger building size.

Many large industrial users do not have visitors and customers, but do have a large number of employees, particularly in office areas, which are at the front of the building. Some spaces at the front of the building, therefore, should be available for use by employees and not limited to ADA, visitors and customers.

### Retaining Walls

Large, flat industrial buildings result in the need to have more and/or taller retaining walls. This is especially true when it is necessary to meet grade on multiple streets around a site. Requirements should be tied to characteristics of an individual site, rather than a uniform standard. Making grade to a street is a key determinant of wall design. In addition, more topography results in the need for more walls. Because walls are very costly, drivers (cut/fill, cost, topography, etc.) will naturally limit their height.

Perhaps consider a proportional approach based on the slope of a site or height as a function of overall cross-slope of a site based on a project that already has been constructed, such as Black Creek Group.

If a retaining wall is not visible from an Addressing Street and primarily visible from the interior of a site, why does it matter what the wall looks like?

The requirement for horizontal offset is problematic. It is prudent to look at aesthetics of a retaining wall, because construction materials vary substantially. However, it may not be possible to integrate the offset or stepped design in landscape areas within the limited constraints of a site.

### Entry Canopy Height

A lower entry canopy height than the required 13.5 feet minimum with adjustment makes more sense. Twelve (12) feet is preferable from a functionality standpoint. Standard storefront systems have a natural break at 12 feet. Better weather protection and pedestrian scale is achieved at 12 feet.

Interior ceiling height is typically dropped to 9-10 feet, but a height matching a 12-foot canopy gives a more open feel to the interior and allows better interior/exterior integration. If there is a mezzanine (second story office, not storage mezzanine), the ceiling is usually at 9 feet for first floor, which makes 12 feet problematic.

### Building Massing and Base, Middle, Top Dimensions

The overall building massing standard with base, middle, top dimensions probably hinders design and is not productive. Design can be scaled well without the dimensional requirements. The standard results in prescriptive design, causing overall design aesthetic to suffer. The same effect can be achieved with a variety of materials. An alternative methodology is needed that gets the desired "high quality" design.

Requirements for dimensional (recede, project) definition of base and top, rather than just visual, is difficult to achieve with poured slab concrete tilt-up buildings. Allowing applicants to make some trade-offs, such as using graphic treatments, that accomplish the intent of a physical off-set have the same effect from a distance. Paint schemes and reveals are more effective in adding variety and dimension.

Can the standard be adjusted to achieve the same visual interest and variety desired, but in a less prescriptive way? The standard product today is much more interesting and aesthetically pleasing and driven by a market that demands quality. The standards should be flexible and adaptable as the market changes now and in the future.

#### Landscape Buffer Areas on Addressing and Supporting Streets

Are landscape buffers between a building and/or parking and the public right-of-way necessary? Buildings in urban areas are right up to the street. Is Coffee Creek trying to achieve a suburban model with ample landscape buffers or a more urban aesthetic?

#### Street Typologies

Street typologies do not align with the Transportation System Plan (TSP) and Engineering Design Manual. This results in negotiation with Engineering staff about street design, leads to confusion, and can make redesign necessary. Required infrastructure design under the streets also needs to be calibrated.

Requiring a Supporting Street, in a public easement, on the edge of an industrial site can make truck circulation more difficult because they are circulating on a public way with other vehicle types. This can put a site at a disadvantage because a large part of the site is reserved for connectivity rather than site circulation.

Agglomeration of sites would help achieve envisioned development and spread the cost burden of Supporting Street infrastructure more equitably across owners/developers.



# Coffee Creek Code Assessment

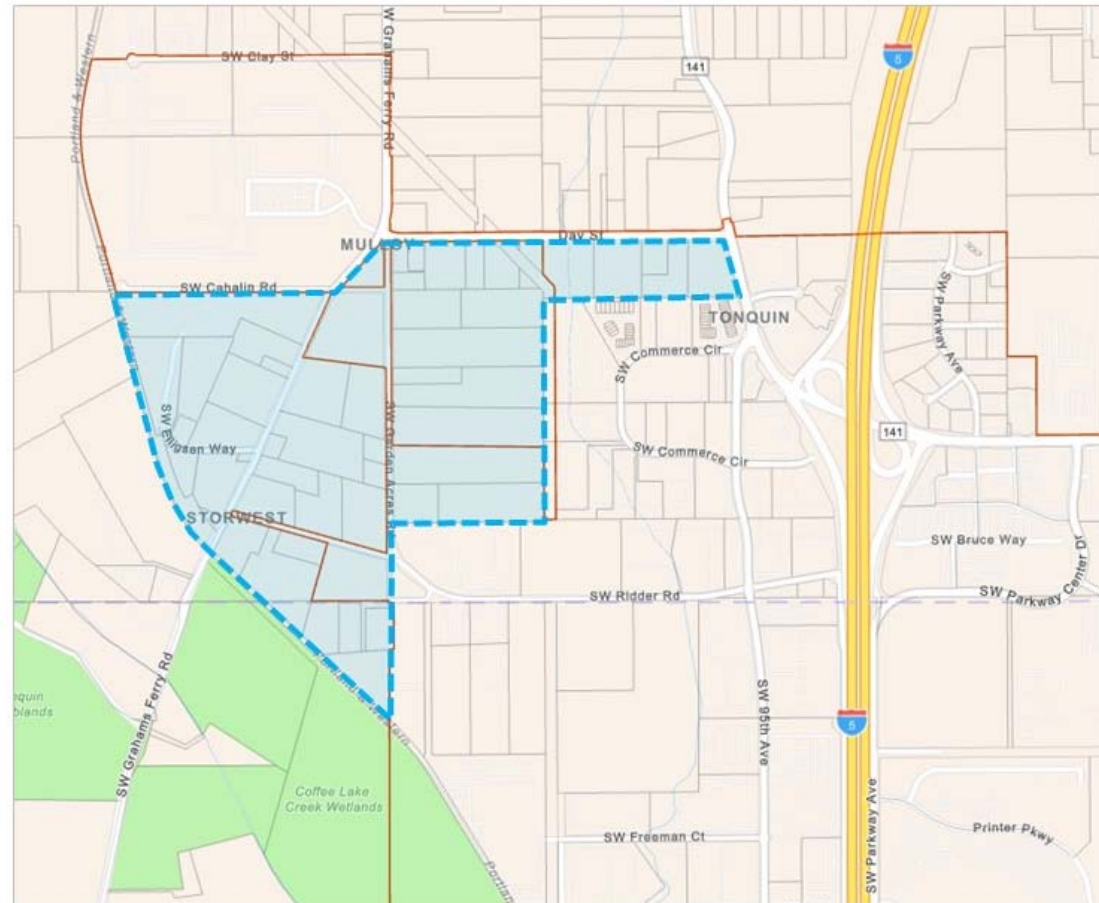
City Council Work Session

September 18, 2023

Presented by: Cindy Luxhoj AICP, Associate Planner



# Coffee Creek Master Plan Area





# Background

- 2018: Form-based code adopted
  - Two land use review tracks
  - Concurrent City Council review of annexations and Zone Map amendments
  - Pilot period of 3 completed applications or 5 years
- 2023: Pilot milestones achieved and assessment initiated





# Steps Completed to Date



- Reviewed timeline to land use approval
- Reviewed requested waivers to form-based code standards
- Conducted focused discussions with applicants and consultant teams



# Assessment Summary

- Timeline to approval – 3 to 7 months
- Waiver requests for application:
  - Minimum 1 waiver
  - Maximum 7 waivers
- Applicant Feedback:
  - Review tracks and process are overall working
  - Slight adjustments to form-based code standards would be beneficial



# Possible Modification Example

- Wider parcel driveway width on a Supporting Street
- Adjustments to parking location, design, extent on an Addressing Street
- Reduced canopy at primary building entrance



# Preliminary Recommendations

- No modification to review tracks or process
- Slight adjustments to form-based code standards



# Next Steps

**December 2023**

Present Draft Code Amendments at Planning Commission and City Council Work Sessions

**February 2024**

Planning Commission Public Hearing

**March/April 2024**

City Council Public Hearing and Adoption



# Questions for City Council

- What questions does City Council have about the Coffee Creek Code Assessment project?
- Does City Council agree with the direction of possible Development Code amendments described by staff that maintains the review process and focuses on adjusting the form-based code standards to reduce the need for waiver requests?

**COUNCILORS PRESENT**

Mayor Fitzgerald  
 Council President Akervall  
 Councilor Linville  
 Councilor Berry  
 Councilor Dunwell

Andy Stone, IT Director  
 Zoe Mombert, Assistant to the City Manager  
 Dwight Brashear, Transit Director  
 Matt Lorenzen, Economic Development Manager  
 Stephanie Davidson, Assistant City Attorney  
 Cindy Luxhoj, Associate Planner  
 Miranda Bateschell, Planning Director  
 Georgia McAlister, Associate Planner  
 Chris Neamtzu, Community Development Director  
 Kimberly Rybold, Senior Planner  
 Mark Ottenad, Public/Government Affairs Director

**STAFF PRESENT**

Amanda Guile-Hinman, City Attorney  
 Kimberly Veliz, City Recorder  
 Jeanna Troha, Assistant City Manager  
 Beth Wolf, Senior Systems Analyst

AGENDA ITEM	ACTIONS
<b>WORK SESSION</b>	<b>START: 5:00 p.m.</b>
<p>A. Information Technology Strategic Plan</p> <p>B. Town Center Urban Renewal Feasibility Study</p> <p>C. Coffee Creek Code Assessment</p> <p>D. Proposed Updates to Solid Waste Franchise Agreement and related Administrative Rules</p>	<p>Staff and consultants introduced the newly updated Information Technology (IT) Strategic Plan to Council.</p> <p>Council heard an update on the Town Center Urban Renewal Feasibility Study.</p> <p>Staff shared they had initiated an assessment of the Coffee Creek Industrial Design Overlay District form-based code and sought input from Council on the direction of possible Development Code amendments to the form-based code standards and review process.</p> <p>Staff informed Council of potential policy changes on proposed updates to the solid waste collection franchise agreement with Republic Services.</p>
<b>REGULAR MEETING</b>	
<p><u>Mayor's Business</u></p> <p>A. Upcoming Meetings</p>	<p>Upcoming meetings were announced by the Mayor as well as the regional meetings she attended on behalf of the City.</p>

<u>Communications</u> A. Mediterranean Oak Borer	Staff reported on a new pest called the Mediterranean Oak Borer that had been found in Wilsonville.
<u>Consent Agenda</u> A. <b><u>Resolution No. 3085</u></b> A Resolution Of The City Of Wilsonville Authorizing The City Manager To Enter Into An Intergovernmental Agreement With Metro For Receipt Of Local Share Funds.  B. <b><u>Resolution No. 3086</u></b> A Resolution Of The City Of Wilsonville Authorizing The City Manager To Execute The Tri-County Metropolitan Transportation District Of Oregon (TriMet) Subrecipient Agreement.  C. Minutes of the August 21, 2023 City Council Meeting.	The Consent Agenda was approved 5-0.
<u>New Business</u> A. None.	
<u>Continuing Business</u> A. None.	
<u>Public Hearing</u> A. <b><u>Ordinance No. 881</u></b> An Ordinance Of The City Of Wilsonville Adopting Wilsonville Code Sections 10.800 Through 10.870 Governing Parking In City-Owned Parking Lots.  B. <b><u>Ordinance No. 882</u></b> An Ordinance Of The City Of Wilsonville Amending The Text Of The Development Code To Clarify Review Processes And Correct Inconsistencies.	After a public hearing was conducted, Ordinance No. 881 was approved on first reading by a vote of 5-0.  After a public hearing was conducted, Ordinance No. 882 was approved on first reading by a vote of 5-0.
<u>City Manager's Business</u>	The Assistant City Manager announced the following upcoming events: <ul style="list-style-type: none"> <li>• Story Walk on October 13, 2023</li> <li>• Emergency Preparedness Fair on October 28, 2023</li> </ul>
<u>Legal Business</u>	No report.
<b>EXECUTIVE SESSION</b>	Council met in Executive Session pursuant to ORS 192.660(2)(a) and ORS 192.660(2)(h).
<b>ADJOURN</b>	9:38 p.m.





**WORK SESSION**

3. Coffee Creek Assessment (Luxhoj) (60 minutes)



**PLANNING COMMISSION MEETING  
STAFF REPORT**

<b>Meeting Date: September 13, 2023</b>		<b>Subject: Coffee Creek Code Assessment</b>	
		<b>Staff Member:</b> Cindy Luxhoj AICP, Associate Planner	
		<b>Department:</b> Community Development	
<b>Action Required</b>		<b>Advisory Board/Commission Recommendation</b>	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda		<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable	
		<b>Comments:</b>	
<b>Staff Recommendation:</b> Provide requested input on direction of possible Development Code amendments to the Coffee Creek Industrial Design Overlay District.			
<b>Recommended Language for Motion:</b> N/A			
<b>Project / Issue Relates To:</b>			
<input checked="" type="checkbox"/> Council Goals/Priorities: Attract high-quality industry and increase investment in industrial areas	<input checked="" type="checkbox"/> Adopted Master Plan(s): Coffee Creek Master Plan	<input type="checkbox"/> Not Applicable	

**ISSUE BEFORE COMMISSION**

When the Coffee Creek Industrial Design Overlay District form-based code (FBC) was adopted in 2018 for the Coffee Creek Master Plan area it was subject to a pilot period of three completed development applications or five years, both of which have been achieved. Staff has initiated an assessment of the FBC and is seeking input from Planning Commission on the direction of possible Development Code amendments to the FBC standards and review process.

**EXECUTIVE SUMMARY:**

The City adopted the Coffee Creek Master Plan in 2007 to guide industrial development in the Coffee Creek area. In 2018, the City adopted the Coffee Creek Industrial Design Overlay District form-based code (FBC; Development Code Section 4.134) and accompanying Pattern Book to establish clear and objective regulations and guidelines for the area. These standards guide street design and connectivity, site design, circulation, building form and architecture, and landscaping for future development.

To facilitate a predictable and timely process for reviewing industrial development applications in Coffee Creek, two land use review tracks were established:

- Class 2 Administrative Review of applications meeting all the clear and objective standards of the FBC.
- Development Review Board (DRB) review of applications requesting one or more waivers to the standards.

The City also modified procedures governing City Council review of annexations and Zone Map amendments in Coffee Creek. These modifications allow for City Council review of the requests without prior review or recommendation by the DRB, thus facilitating concurrent processing with other related development permit applications for a project, such as Stage 1, Stage 2, Site Design Review, etc.

When adopted, the FBC standards and review process was subject to a pilot period of three completed development applications or five years, whichever comes first. As of 2023, both milestones have been achieved, with four completed industrial development projects in various stages of construction throughout the Coffee Creek area (see Attachment 1); thus, staff is assessing the FBC. This review will enable the City to determine whether adjustments are warranted to the standards, process, or both, to achieve the overall objective of providing a clear and quick development review process that fosters creation of a connected, high-quality employment center in the Coffee Creek Industrial Area.

To date, staff has reviewed the timeline to land use approval for the four completed development projects in Coffee Creek (see Attachment 2) and types of requested waivers to the FBC standards (see Attachment 3). The timeline to approval, from complete application to final land use approval has varied from roughly three (3) to seven (7) months. Each application applied for at least one waiver triggering review by the DRB and so, to date, the Class 2 review process has not been utilized. Waivers requested have been for driveway width on a Supporting Street, parking location and use at the front of a building on an Addressing Street, retaining wall height and design, and building entrance canopy and ground floor ceiling height, among others.

In July 2023, staff conducted three focused discussions with applicants and their consultant teams to gain feedback from a customer service standpoint about the FBC to inform the current assessment (see Attachment 4). Earlier this month, staff engaged in a follow-up discussion with one of the applicants to understand in more depth which of the FBC standards could more

closely align with current and future needs of prospective industrial users in the Coffee Creek area.

In regards to process, applicants stated a preference for more definite guidance upfront from City staff about specific Code requirements and the development review timeline. They also desired more frequent communication about application deficiencies during completeness review and preparation of the land use decision so that they could address issues as they arose. Many of these comments about the timeliness and predictability of the development permit process were not specific to the FBC, and when applicants focused on Coffee Creek their comments were mostly positive. The ability to take an application to City Council public hearing prior to Development Review Board review was greatly appreciated and added appreciable time savings to the process. Related to the FBC standards, applicants offered helpful suggestions for adjustments to the standards, particularly related to project waiver requests, which will help inform discussions about what Code amendments could improve and streamline the development review process while maintaining the desired high-quality design in the Coffee Creek Industrial Area (see Attachment 5).

Based on this initial work, it appears that the land use review process is overall working as designed to facilitate a predictable and timely process for reviewing industrial development applications in Coffee Creek. Concurrent City Council review of annexations and Zone Map amendments, which all four projects requested, in particular is enabling a more streamlined land use review process. However, none of the projects has been able to meet all the FBC standards and utilize the Class 2 Administrative Review track. Rather, they all have required at least one waiver and, thus, review by DRB, which has resulted in longer timelines to obtaining approval.

Therefore, staff has determined that modification to the land use review tracks and process is not needed. However, staff is recommending slight adjustments to the FBC standards to make compliance more achievable for applicants, with the objective of enabling applicants to use the Class 2 Administrative Review track while not compromising the City's ability to continue creating a connected, high-quality employment center in Coffee Creek.

At this work session, staff is seeking the following feedback from the Planning Commission:

- What questions does the Planning Commission have about the Coffee Creek Code Assessment project?
- Does Planning Commission agree with the direction of possible Development Code amendments described by staff that maintains the review process and focuses on adjusting the form-based code standards to reduce the need for waiver requests?

**EXPECTED RESULTS:**

Feedback from the meeting will guide completion of a package of draft Development Code amendments that staff will present to Planning Commission for feedback at the December 2023 meeting.

**TIMELINE:**

A Planning Commission public hearing on the Development Code amendments is expected in February 2024 with City Council adoption in March or April 2024.

**CURRENT YEAR BUDGET IMPACTS:**

Funding for the Coffee Creek Code Assessment work is allocated in the FY2023-24 Planning Division budget.

**COMMUNITY INVOLVEMENT PROCESS:**

The Coffee Creek Master Plan, as well as the Coffee Creek Industrial Design Overlay District drafting and review process, included comprehensive community involvement to gather input. For the current Coffee Creek Code Assessment project, staff has focused on gathering input from recent applicants and their consultant teams to inform the evaluation and provide input on the process and standards.

**POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:**

Refinement of the Coffee Creek FBC to facilitate future development while continuing to create the desired connected, high-quality employment center envisioned in the Master Plan will result in efficiencies for future users, as well as inform planning for the Basalt Creek industrial area to the north, which will benefit all members of the Wilsonville community who live and work in these industrial areas.

**ALTERNATIVES:**

Alternatives include:

- Make no modifications to the Coffee Creek Industrial Design Overlay District standards.
- Modify the Coffee Creek Industrial Design Overlay District standards related to the land use review process for applicants.

**ATTACHMENTS:**

1. Coffee Creek Regulating Plan with Location of Approved Developments
2. Coffee Creek Industrial Area Application Timeline to Approval
3. Waiver Requests for Approved Developments in Coffee Creek
4. Participant List and Questions for Coffee Creek FBC Focused Discussions
5. Summary of Feedback from Coffee Creek FBC Focused Discussions

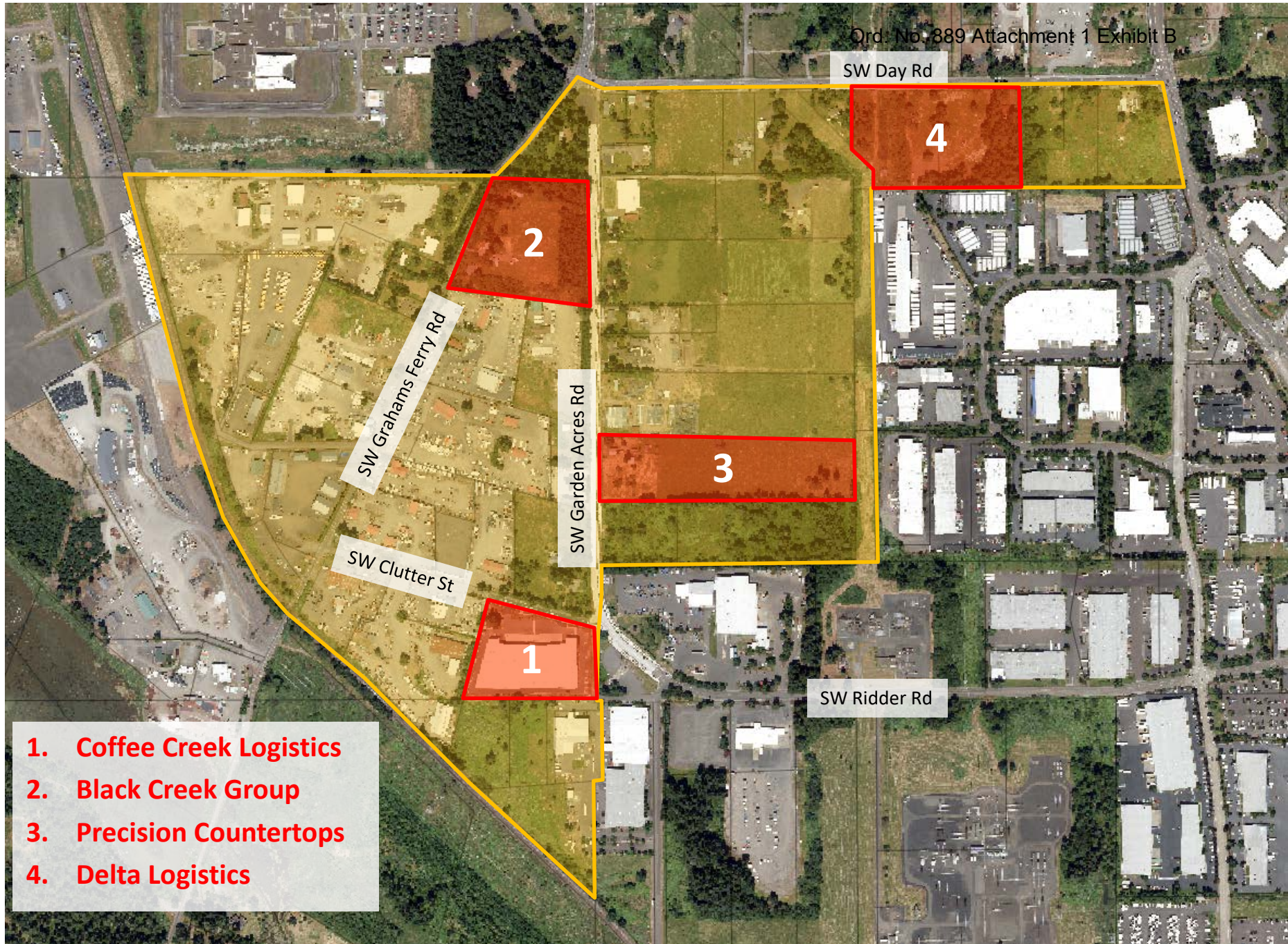
# Coffee Creek Regulating Plan with Location of Approved Developments

1. Coffee Creek Logistics
2. Black Creek Group
3. Precision Countertops
4. Delta Logistics



Figure CC-1 - Regulating Plan





SW Day Rd

4

2

3

1

SW Grahams Ferry Rd

SW Garden Acres Rd

SW Clutter St

SW Ridder Rd

- 1. Coffee Creek Logistics
- 2. Black Creek Group
- 3. Precision Countertops
- 4. Delta Logistics



## COFFEE CREEK INDUSTRIAL AREA APPLICATION TIMELINE TO APPROVAL

TIMELINE TO APPROVAL	BLACK CREEK GROUP INDUSTRIAL	COFFEE CREEK LOGISTICS	DELTA LOGISTICS SITE EXPANSION	PRECISION COUNTERTOPS
<b>Length of Review, Complete Application through Final Approval (end of City Council or DRB appeal period, whichever is latest)</b>	<b>3 months 6 days (March 10, 2022 through June 15, 2022)</b>	<b>3 months 21 days (July 1, 2020 through October 21, 2020)</b>	<b>7 months 11 days (October 14, 2022 through May 24, 2023)</b>	<b>4 months 20 days (December 14, 2022 through May 3, 2023)</b>
Pre-Application Meeting	June 17, 2021 (PA21-0015)	September 26, 2019 (PA19-0019)	April 15, 2021 (PA21-0007)	July 29, 2021 (PA21-0019)
<b>Completeness Review – 1<sup>st</sup> Application</b>				
o Submitted	December 21, 2021 (DB21-0083 et seq)	February 27, 2020 (DB20-0017 et seq)	April 19, 2022 (DB22-0007)	October 8, 2021 (DB21-0049 et seq; Reassigned to AR21-0050)
o Incomplete Notice issued	January 20, 2022	March 26, 2020	May 19, 2022	November 5, 2021
o Resubmitted	February 14, 2022	July 1, 2020 <sup>*1</sup>	August 26, 2022	--
o 2 <sup>nd</sup> Incomplete Notice issued	--	--	September 16, 2022	--
o Resubmitted	--	--	October 12, 2022 <sup>*2</sup>	--
o Complete Notice issued	<b>March 10, 2022</b>	<b>July 1, 2020</b>	<b>October 14, 2022</b>	--
o Withdrawn	--	--	--	March 23, 2022
o 180-day Review Period ended	--	--	--	April 6, 2022
<b>Completeness Review – 2<sup>nd</sup> Application</b>				
o Submitted	--	--	--	July 8, 2022 (AR22-0008; Reassigned to DB22-0011)
o Incomplete Notice issued	--	--	--	August 5, 2022
o Resubmitted	--	--	--	November 14, 2022
o Complete Notice issued	--	--	--	<b>December 14, 2022</b>
<b>City Council</b>				
o 1 <sup>st</sup> Reading	May 2, 2022	September 10, 2020	January 5, 2023	March 20, 2023
o 2 <sup>nd</sup> Reading	May 16, 2022	September 21, 2020	January 19, 2023	April 3, 2023
o Ordinance Effective Date	<b>June 15, 2022</b>	<b>October 21, 2020</b>	<b>February 18, 2023</b>	<b>May 3, 2023</b>
<b>Development Review Board</b>				
o Public Hearing	May 23, 2022	September 28, 2020	May 8, 2023 <sup>*3</sup>	April 10, 2023 <sup>*4</sup>
o Notice of Decision	May 24, 2022	September 29, 2020	May 9, 2023	April 11, 2023
o Appeal Period ended	<b>June 8, 2022</b>	<b>October 14, 2020</b>	<b>May 24, 2023</b>	<b>April 26, 2023</b>
120-day Review Period ended	July 8, 2022	October 29, 2020	February 11, 2023	April 13, 2023
o 120-day Waiver extending Review Period ended	--	--	March 30, 2023	May 3, 2023
o 2 <sup>nd</sup> 120-day Waiver extending Review Period ended	--	--	June 30, 2023	--
<b>Subsequent Class 2 Administrative Review</b>				
o Submitted	June 23, 2022	May 20, 2022	--	--
o Pending Notice issued	July 21, 2022	June 2, 2022	--	--
o Notice of Decision issued	September 26, 2022	June 16, 2022	--	--
o Appeal Period ended	October 10, 2022	June 30, 2022	--	--
<b>Notes:</b>				
<sup>*1</sup> Resubmittal included request to deem application complete per ORS 227.178(2)(b)				
<sup>*2</sup> Request to deem application complete per ORS 227.178(2)(b) received on October 14, 2022				
<sup>*3</sup> Public Hearing rescheduled from January 23, 2023, to February 13, 2023; February 13, 2023 to March 27, 2023; and March 27, 2023, to May 8, 2023, at applicant's request.				
<sup>*4</sup> Public Hearing rescheduled from March 27, 2023, to April 10, 2023, at applicant's request.				



WAIVER REQUESTS FOR APPROVED DEVELOPMENT IN COFFEE CREEK

Subsection 4.134(.11)	Development Standard	Waiver Request
<p>Table CC-3 1. Parcel Access / Parcel Driveway Width / Supporting Streets</p>	<p>24 feet, maximum, or complies with Supporting Street Standards  <u>Allowed adjustment:</u> 10% (to 26.4 feet)</p>	<p><u>Black Creek Group Industrial</u>                      Applicant proposed to increase the width of the southwest driveway to 50 feet to accommodate vehicle turning movements into the site from the Supporting Street.</p> <p><u>Precision Countertops</u>                      Applicant proposes to increase the width of the east driveway to 40 feet to accommodate vehicle turning movements into the site from the Supporting Street.</p>
<p>Table CC-3 4. Parking Location and Design / Parking Location and Extent / Addressing Streets</p>	<p>Limited to one double-loaded bay of parking, 16 spaces, maximum, designated for short-term (1 hour or less), visitor, and disabled parking only between right-of-way of Addressing Street and building.  <u>Allowed adjustment:</u> Up to 20 spaces permitted on an Addressing Street</p>	<p><u>Black Creek Group Industrial</u>                      Applicant proposed to locate 49 of 71 spaces of provided parking between the right-of-way of SW Garden Acres Road (Addressing Street) and the front of the building. In addition, the applicant proposed to use the spaces for employee parking, as well as the permitted uses of short-term, visitor, and disabled parking.</p> <p><u>Coffee Creek Logistics Center</u>                      Applicant proposed two (2) parking bays, one (1) containing four (4) spaces and the other containing five (5) spaces outside the office endcaps at the front of the building on SW Clutter Street, rather than one (1) double-loaded bay.</p> <p><u>Delta Logistics Site Expansion</u>                      Applicant proposed to locate 15 of 41 spaces of provided parking between the right-of-way of SW Day Road (Addressing Street) and the front of the building. Of these spaces, the applicant proposed to use six (6) of the spaces for the permitted uses of short-term, visitor, and disabled parking, and requested a waiver to use nine (9) of the spaces for employee parking,</p>

Subsection 4.134(.11)	Development Standard	Waiver Request
Table CC-3 4. Parking Location and Design / Parking Setback / Addressing Streets	20 feet minimum from the right-of-way of an Addressing Street	<p><u>Black Creek Group Industrial</u> Applicant proposed a narrower 9-foot setback from the right-of-way of SW Garden Acres Road (Addressing Street) than the 20-foot minimum.</p>
Table CC-3 4. Parking Location and Design / Off Street Loading Berth / Addressing Streets	<p>One loading berth is permitted on the front façade of a building facing an Addressing Street. The maximum dimensions for a loading are 16 feet wide and 18 feet tall. A clear space 35 feet, minimum is required in front of the loading berth.</p> <p>The floor level of the loading berth shall match the main floor level of the primary building. No elevated loading docks or recessed truck wells are permitted.</p> <p>Access to a Loading Berth facing an Addressing Street may cross over, but shall not interrupt or alter, a required pedestrian path or sidewalk. All transitions necessary to accommodate changes in grade between access aisles and the loading berth shall be integrated into adjacent site or landscape areas.</p> <p>Architectural design of a loading berth on an Addressing Street shall be visually integrated with the scale, materials, colors, and other design elements of the building.</p>	<p><u>Coffee Creek Logistics Center</u> Applicant proposed one at-grade loading berth and 19 recessed loading berths on the front façade of the building facing an addressing street.</p>
Table CC-3 5. Grading and Retaining Walls / Maximum Height / Addressing Streets	<p>Where site topography requires adjustments to natural grades, landscape retaining walls shall be 48 inches tall maximum.</p> <p>Where the grade differential is greater than 30 inches, retaining walls may be stepped.</p> <p>Allowed adjustment: 20% (to 57.6 inches)</p>	<p><u>Black Creek Group Industrial</u> Applicant proposed a retaining wall on the western side of the drive aisle along SW Grahams Ferry Road, the middle, roughly 105-foot-long section of which varied from 48 inches to 57 inches in height, exceeding the maximum height limitation.</p> <p><u>Delta Logistics Site Expansion</u> Applicant proposed two (2) retaining walls, one (1) on the east side of the SROZ and one (1) on the north, east, and south sides of the building on the east part of the site. The east retaining wall, with a maximum height of over 18 feet, exceeded the allowed height by several feet.</p>

Subsection 4.134(.11)	Development Standard	Waiver Request
Table CC-3 7. Location and Screening of Utilities and Services / Location and Visibility / Addressing Streets	Site and building service, equipment, and outdoor storage of garbage, recycling, or landscape maintenance tools and equipment is not permitted	<u>Black Creek Group Industrial</u> Applicant proposed to locate the trash/recycling enclosure adjacent to SW Grahams Ferry Road (Addressing Street) on the western side of the building.
Table CC-4 2. Primary Building Entrance Accessible Entrance / Required Canopy	Protect the Primary Building Entrance with a canopy with a minimum vertical clearance of 15 feet and an all-weather protection zone that is 8 feet deep, minimum and 15 feet wide, minimum. <u>Allowed adjustment:</u> 10% (to 13.5 feet)	<u>Black Creek Group Industrial</u> Applicant proposed a canopy height of 12 feet.  <u>Coffee Creek Logistics Center</u> Applicant proposed a canopy height of 12 feet.
Table CC-4 3. Overall Building Massing / Base, Body, and Top Dimensions	Buildings elevations shall be composed of a clearly demarcated base, body and top. b. For Buildings between 30 feet and 5 stories in height: i. The base shall be 30 inches, minimum; 2 stories, maximum. ii. The body shall be equal to or greater than 75% of the overall height of the building. iii. The top of the building shall be 18 inches, minimum. <u>Allowed adjustment:</u> 10% (Body: to 67.5 %)	<u>Coffee Creek Logistics Center</u> Applicant proposed a body that is 66.25% of overall building height.
Table CC-4 3. Overall Building Massing / Ground Floor Height	The Ground Floor height shall measure 15 feet, minimum from finished floor to finished ceiling (or 17.5 feet from finished floor to any exposed structural member). <u>Allowed adjustment:</u> 10% (to 13.5 feet)	<u>Black Creek Group Industrial</u> Applicant proposed an interior ground floor height of 12 feet.  <u>Coffee Creek Logistics Center</u> Applicant proposed an interior ground floor height of 12 feet.

## PARTICIPANT LIST AND QUESTIONS FOR COFFEE CREEK FBC DISCUSSIONS

### PARTICIPANTS

#### FOCUSED DISCUSSION – JULY 20, 2023

- Projects: Precision Countertops
  - Will Grimm, First Forty Feet
  - Simone O-Halloran, MDG Architecture/Interiors

#### FOCUSED DISCUSSION – JULY 24, 2023

- Projects: Coffee Creek Logistics, Black Creek Group, Delta Logistics
- Participants:
  - Lee Leighton, Mackenzie
  - Scott Moore, Mackenzie
  - Nicole Burrell, Mackenzie

#### FOCUSED DISCUSSION – JULY 27, 2023

- Projects: Coffee Creek Logistics, Black Creek Group
- Participants:
  - Kim Schoenfelder, KGIP
  - Zach Desper, Ares Management

### QUESTIONS

1. The two land use review tracks, Administrative Review and Development Review Board, in Coffee Creek were established to facilitate a predictable and timely process for reviewing industrial development applications.
  - a. Based on your experience with the application and land use review process, do you agree that the process is predictable?
  - b. What do you think are the aspects of the process that help achieve this intended result or, conversely, that hinder achieving a predictable result?
2. The four developments subject to the Form-based Code in Coffee Creek have taken roughly 3 to 4 months, with one application taking roughly 7 months, from complete application to final approval of land use application (end of City Council or Development Review Board appeal period).
  - a. Based on your experience with industrial land development, do you think this is a reasonable timeline for land use review?
  - b. Do you think the process resulted in a relatively streamlined and straightforward review and approval?
  - c. Did concurrent City Council review of the annexation and Zone Map amendment make a difference in the process?
  - d. Do you have suggestions for how the process could be refined to shorten the review timeline further?

3. Two of the projects required subsequent Class 2 Administrative Review for modifications to number of parking spaces, landscaping, stormwater facilities, tree removal/retention, and other site improvements that were triggered by Building and Engineering requirements and Planning compliance related to construction.
  - a. Do you think there are modifications that could be made to the land use review process that would reduce the potential need for subsequent review?
4. All four projects in Coffee Creek had to request one or more waivers to the Coffee Creek standards, so none to date have been able to use the more efficient Administrative Review process. The waivers were for such site design elements as parcel driveway width on a Supporting Street, parking location and extent on an Addressing Street, retaining wall height and design, building entrance canopy height, etc.
  - a. Based on your project experience, do you think any of the standards are overly restrictive to development or pose a particular design challenge? Do you have suggestions for how those standards could be modified to make them less challenging?
  - b. Did the Form-based Code and Pattern Book encourage your team to do something different or result in a better building or site design?
  - c. What do you particularly like about the Form-based Code?
5. Would your design team have benefited from any additional information being provided during the pre-application meeting for your project that you did not receive?
6. Are there any questions you have for Staff or other comments and insights you would like to share?

## **SUMMARY OF FEEDBACK FROM COFFEE CREEK FORM-BASED CODE FOCUSED DISCUSSIONS**

### **Feedback about Process:**

Many comments received about the timeliness and predictability of the land use review process were not specific to the two-track process in Coffee Creek, but to land use review in general, particularly related to pre-application meetings and completeness review.

Information provided by the City, from all Departments/Divisions, at pre-application meetings needs to be as detailed as possible to enable an applicant to design and prepare plans for land use review that meet applicable standards, as rework during site design is costly and causes delay. However, it can be difficult at the pre-application stage to provide detail about a particular site plan, because designs will evolve as requirements and standards are better understood during land use review.

Follow-up meetings post pre-application, which are offered by the City, need to happen more than they do as they are helpful to applicants. But these meetings add to review time to organize and coordinate schedules, so a balance is needed.

Applicants need detailed guidelines about rules and requirements so they have clarity about what they are trying to design. No clarity leads to no predictability and, thus, delay. However, applicants also need to spend time understanding what the City is trying to accomplish, so everyone is on the same page as early in the process as possible.

Getting from the pre-application meeting to application submittal can be challenging. This is particularly the case when an applicant modifies their original design to respond to staff input provided at the pre-application meeting and the revised design raises new questions or concerns about compliance with the standards.

It is critical for the applicant to have definite information at the front of project planning for pro-forma and financial commitments. Drastic changes to a site plan that may be needed before submittal for land use completeness review have ripple effects on project design. For example, while the design standards for Supporting Streets are intentionally flexible to accommodate the unique characteristics of each project site, this can be perceived by the applicant as ambiguous and open to interpretation and they may struggle to find an acceptable design solution. This affects speed to market, which is key in speculative building.

With respect to projects in Coffee Creek, the timeline has been reasonable for land use review. But cyclical rounds of review and needed adjustments in some cases were challenging and, in applicants' opinion, time consuming.

Applicants prefer a concrete estimate of timeline to approval and work backward from there to map out their project schedule. If the City provides a timeline estimate and there are delays, either on the applicant's part or in staff response, that prolong the process, this is frustrating for the applicant and has ripple effects on scheduling, cost estimating, budgeting, etc. If the City can answer the biggest question – How long will land use review take? – with certainty at the pre-application meeting, everyone benefits. Now that four projects have gone through the land use review process in Coffee Creek, it may be prudent to adjust the timeline estimate to reflect the experience.

Going to City Council first for annexation and Zone Map amendment as is allowed in Coffee Creek is a significant benefit for applicants, with respect to time savings, and the process has been fairly smooth and worked as anticipated.

After application submittal for completeness review, the land use review process in Coffee Creek was generally predictable and timely. Staff is a good partner and great to work with. At times, more detailed review during completeness from all Departments/Divisions could be helpful. In addition, City review and feedback to the applicant can lag when issues come up. It would be helpful in these instances for staff to mobilize around the issue in a timely manner so it can be addressed quickly and the project can continue to progress through the review process. Timely and frequent conversations are needed throughout the process.

Overall applicants feel staff works very hard to get to yes on applications in Coffee Creek. However, in applicants' opinion it is possible that predictability and timeliness could be improved with more communication with the applicant during completeness review, which could result in fewer incompleteness and compliance items. Also, applicants would prefer more conditions of approval in the land use decision, rather than trying to dial in an application before the decision is issued. Detailed reviews are helpful, but applicants question how many such reviews are enough before outstanding items are conditioned so the project can move forward in the process.

Predictability and timeliness could be improved if some latitude or flexibility was built into the land use approval that anticipates subsequent design changes at the construction permitting stage and either considers the changes substantially compliant or as Class 1 Administrative Review. Returning to the original approving body or going through subsequent Class 2 Administrative Review following approval adds significantly to the project timeline.

**Feedback about Intent of FBC:**

There appears to be a disconnect between some of the form-based code standards and development typologies described in the Pattern Book and actual development occurring in Coffee Creek. Of the four approved projects in Coffee Creek, three are large single- or two-tenant, speculative industrial warehouse distribution facilities with office endcaps, and one is a corporate headquarters with office, showroom, and manufacturing components. Except for the corporate headquarters, these developments do not fully match the envisioned typologies, which include a mix of uses and more than one building on a site, as well as multi-story office buildings. As a result, achieving fully compliant design, particularly with site design and building form standards, is challenging and resulted in requested waivers. If on-the-ground reality is not fully consistent with the vision for Coffee Creek development typologies but still desirable, does there need to be adjustment to some of the form-based code standards to better align them with market conditions and to anticipate what might come in the future?

The question was raised as to whether the intent of the form-based code is being met with development that has occurred to date, and what the City wants to set the stage for in the future. Now that four projects have gone through the land use review process, what do the next four projects want to be? It could be helpful to have an evolving Master Plan for Coffee Creek that adjusts as projects are constructed to see how they all work together. The Master Plan should be a living document and road map to the future that adapts and updates as the area evolves with development.

### **Feedback about FBC Standards:**

Prescriptive standards can limit innovative design. If a proposed development does not follow Code verbatim, but is a desirable or creative design that the City would like to see developed, is there a path to approval or does the design have to be less or different just to meet the standards? It was suggested that flexibility is needed in the standards, within the administrative review process, to enable the ability to pivot and accommodate divergence, while still achieving the City's vision for the area.

Speculative building (e.g., Black Creek Group) is very different from build-to-suit (e.g., Precision Countertops). Designing standards that work for both types of buildings while not impossible is extremely challenging because of differing operational and site design needs. Speculative users have a list of desirable characteristics for a site and they want to check as many as possible off the list. The purpose of constructing a speculative building is to attract a high quality tenant by checking as many of the boxes as possible based on standards that work for the industry, while making Wilsonville the most desirable location for a prospective user when compared with the larger market.

Applicants want to look at the form-based code and understand what is required. This necessitates that the standards be crystal clear, so that project planning and site design is predictable and there are not gray areas.

Standards that speak to operations are of primary importance from the applicant's perspective and need to be "all dialed in", then the form-based code overlays "desired features" (landscaping, connectivity, etc.) to get what is desired. When they are inflexible or do not make sense operationally, standards cannot be achieved and waivers are needed to enable what operationally works. If the standards that speak to operations are right, it facilitates the process and does not hinder achieving a predictable result. The standards should be reviewed with an eye to allowing more latitude or a higher threshold without requiring a waiver for those that address operations.

### Driveway Width

Limiting the driveway width from a Supporting Street to a maximum of 26 feet with adjustment is problematic. There should an allowance for a wider driveway, at least 40 feet wide, to accommodate large truck movements entering/exiting a site. A narrower driveway is fine for passenger vehicles and smaller delivery trucks. Other factors that affect driveway width include such things as restricted access to/from a supporting street, angle of approach, etc.

### Parking Location and Design on an Addressing Street

Location and design of passenger vehicle parking is dictated by where loading docks are located - rear, front, side, or cross – characteristics of site, size and orientation of building, etc. With a front load building, it is rare not to see parking in the front. Smaller sites also usually prefer to have parking in the front of the building. This is important to operations, security, and accessibility for employees and customers.

A secure truck court and yard is a high priority need for industrial users. Separating truck and passenger vehicle traffic is essential for safety. Limiting parking, in both number and who can park there, at the front of the building makes achieving separation challenging. If parking is not at the front, then the truck court likely will be on the front, which is less desirable from an aesthetic standpoint.



Allowing 20 spaces maximum with adjustment at the front of a building is extremely limiting. It was suggested that the ratio of allowed parking on an Addressing Street should be adjusted based on the square footage of the building, thus allowing more parking at the front for a larger building size.

Many large industrial users do not have visitors and customers, but do have a large number of employees, particularly in office areas, which are at the front of the building. Some spaces at the front of the building, therefore, should be available for use by employees and not limited to ADA, visitors and customers.

### Retaining Walls

Large, flat industrial buildings result in the need to have more and/or taller retaining walls. This is especially true when it is necessary to meet grade on multiple streets around a site. Requirements should be tied to characteristics of an individual site, rather than a uniform standard. Making grade to a street is a key determinant of wall design. In addition, more topography results in the need for more walls. Because walls are very costly, drivers (cut/fill, cost, topography, etc.) will naturally limit their height.

Perhaps consider a proportional approach based on the slope of a site or height as a function of overall cross-slope of a site based on a project that already has been constructed, such as Black Creek Group.

If a retaining wall is not visible from an Addressing Street and primarily visible from the interior of a site, why does it matter what the wall looks like?

The requirement for horizontal offset is problematic. It is prudent to look at aesthetics of a retaining wall, because construction materials vary substantially. However, it may not be possible to integrate the offset or stepped design in landscape areas within the limited constraints of a site.

### Entry Canopy Height

A lower entry canopy height than the required 13.5 feet minimum with adjustment makes more sense. Twelve (12) feet is preferable from a functionality standpoint. Standard storefront systems have a natural break at 12 feet. Better weather protection and pedestrian scale is achieved at 12 feet.

Interior ceiling height is typically dropped to 9-10 feet, but a height matching a 12-foot canopy gives a more open feel to the interior and allows better interior/exterior integration. If there is a mezzanine (second story office, not storage mezzanine), the ceiling is usually at 9 feet for first floor, which makes 12 feet problematic.

### Building Massing and Base, Middle, Top Dimensions

The overall building massing standard with base, middle, top dimensions probably hinders design and is not productive. Design can be scaled well without the dimensional requirements. The standard results in prescriptive design, causing overall design aesthetic to suffer. The same effect can be achieved with a variety of materials. An alternative methodology is needed that gets the desired "high quality" design.

Requirements for dimensional (recede, project) definition of base and top, rather than just visual, is difficult to achieve with poured slab concrete tilt-up buildings. Allowing applicants to make some trade-offs, such as using graphic treatments, that accomplish the intent of a physical off-set have the same effect from a distance. Paint schemes and reveals are more effective in adding variety and dimension.

Can the standard be adjusted to achieve the same visual interest and variety desired, but in a less prescriptive way? The standard product today is much more interesting and aesthetically pleasing and driven by a market that demands quality. The standards should be flexible and adaptable as the market changes now and in the future.

Landscape Buffer Areas on Addressing and Supporting Streets

Are landscape buffers between a building and/or parking and the public right-of-way necessary? Buildings in urban areas are right up to the street. Is Coffee Creek trying to achieve a suburban model with ample landscape buffers or a more urban aesthetic?

Street Typologies

Street typologies do not align with the Transportation System Plan (TSP) and Engineering Design Manual. This results in negotiation with Engineering staff about street design, leads to confusion, and can make redesign necessary. Required infrastructure design under the streets also needs to be calibrated.

Requiring a Supporting Street, in a public easement, on the edge of an industrial site can make truck circulation more difficult because they are circulating on a public way with other vehicle types. This can put a site at a disadvantage because a large part of the site is reserved for connectivity rather than site circulation.

Agglomeration of sites would help achieve envisioned development and spread the cost burden of Supporting Street infrastructure more equitably across owners/developers.



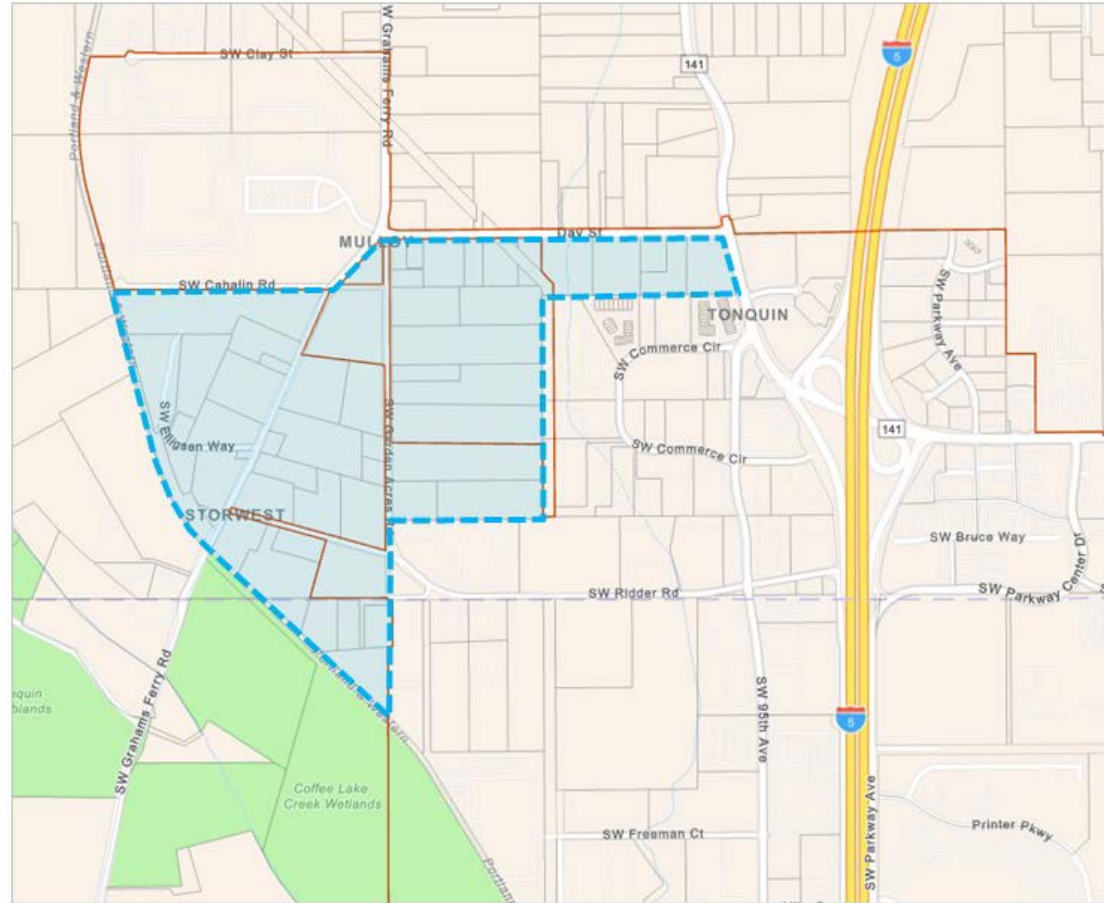
# Coffee Creek Code Assessment

Planning Commission Work Session

September 13, 2023

Presented by: Cindy Luxhoj AICP, Associate Planner

# Coffee Creek Master Plan Area

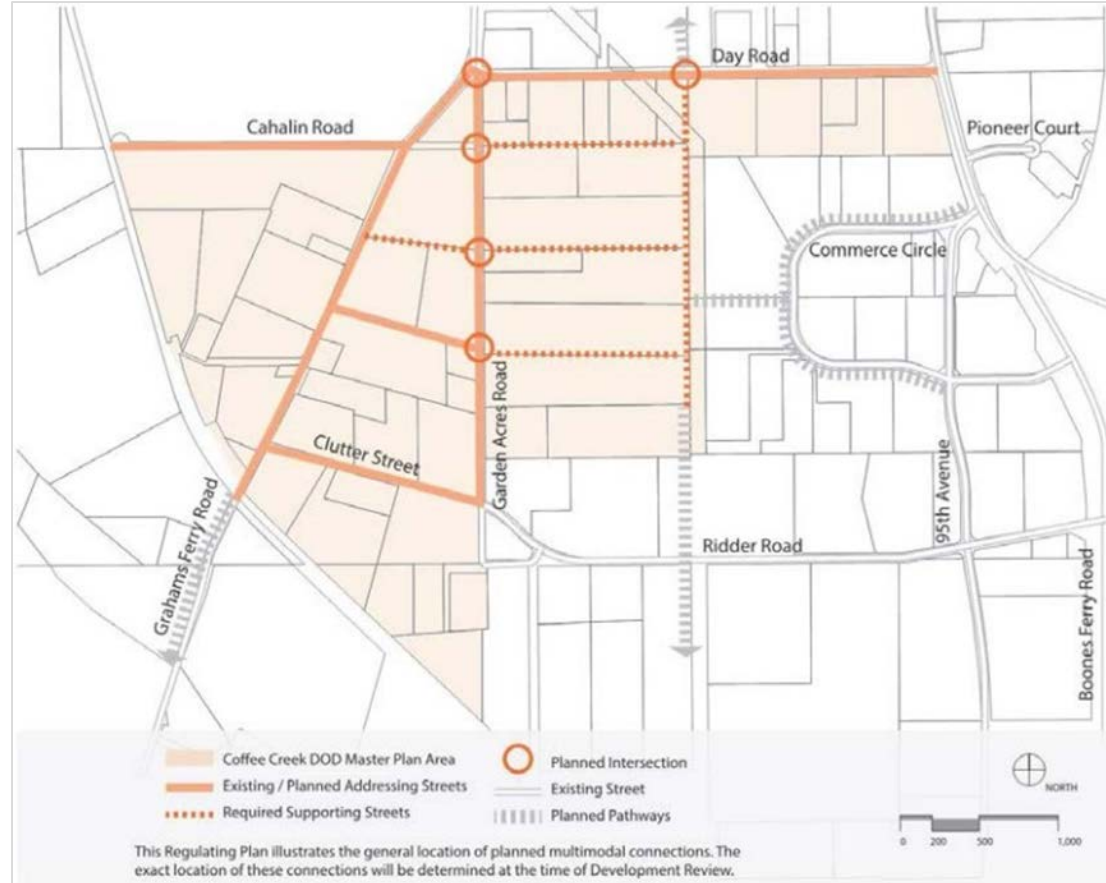




# Coffee Creek Form-based Code

- 2018: Form-based code adopted
  - Concurrent City Council review of annexations and Zone Map amendments
  - Two land use review tracks

# Regulating Plan



# Pilot Period

- 2018: Form-based code adopted
  - Pilot period of 3 completed applications or 5 years
- 2023: Pilot milestones achieved and assessment initiated
  - Determine warranted adjustments to achieve overall objective of providing clear and quick development review

# Steps Completed to Date



- Reviewed timeline to land use approval
- Reviewed requested waivers to form-based code standards
- Conducted focused discussions with applicants and consultant teams



# Assessment Summary

- Timeline to approval – 3 to 7 months
- Waiver requests for application:
  - Minimum 1 waiver
  - Maximum 7 waivers
- Applicant Feedback:
  - Review tracks and process are overall working
  - Slight adjustments to form-based code standards would be beneficial

# Possible Modification Example

- Parcel Driveway Width on a Supporting Street
  - Current standard:
    - 24 feet, maximum, or complies with Supporting Street Standards
    - Allowed adjustment: 10% (to 26.4 feet)
  - Possible modifications:
    - No change to driveway width for passenger vehicle parking area access
    - Increase driveway width and allowed adjustment for truck loading/unloading area access
      - 40 to 45 feet, maximum, suggested in focused discussions

# Possible Modification Example

- Parking Location, Design, Extent on an Addressing Street
  - Current standard:
    - One double-loaded bay, 16 spaces, maximum
    - Allowed adjustment: Up to 20 spaces permitted
    - Designated for short-term (1 hour or less), visitor, and disabled parking only between right-of-way of Addressing Street and building
  - Possible modifications:
    - Allow variation in loading and/or location of bays
    - Increase maximum number of spaces
    - Allow some or all spaces to be employee parking

# Possible Modification Example

- Required Canopy Height at Primary Building Entrance
  - Current standard:
    - Vertical clearance of 15 feet, minimum
    - All-weather protection zone 8 feet deep, minimum and 15 feet wide, minimum
    - Allowed adjustment: 10% (to 13.5 feet)
  - Possible modifications:
    - Reduce canopy height
      - 12 feet, minimum, consistent with standard storefront dimension, suggested in focused discussions

# Preliminary Recommendations

- No modification to review tracks or process
- Slight adjustments to form-based code standards to make compliance more achievable for applicants

# Next Steps

## **December 2023**

Present Draft Code  
Amendments at  
Planning Commission  
and City Council Work  
Sessions

## **February 2024**

Planning Commission  
Public Hearing

## **March/April 2024**

City Council Public  
Hearing and Adoption

# Questions for Planning Commission

- What questions does Planning Commission have about the Coffee Creek Code Assessment project?
- Does Planning Commission agree with the direction of possible Development Code amendments described by staff that maintains the review process and focuses on adjusting the form-based code standards to reduce the need for waiver requests?

Chair Heberlein confirmed there was no public comment and closed the public hearing at 6:19 pm.

Commissioner Willard moved to adopt Resolution NO. LP23-0002. Commissioner Hendrix seconded the motion.

A roll call vote was taken, and the motion passed unanimously.

## **WORK SESSION**

### **3. Coffee Creek Assessment (Luxhoj)**

Miranda Bateschell, Planning Director, explained the crux of the project was to revisit the Form-based Code after five years or after a certain number of applications. She noted the City received grant funding and was currently seeking additional grant funding to do additional work for the Basalt Creek Planning Area which still had a few items to adopt to get to the full master planning level and Zoning Code amendments. Staff would also be considering whether to apply the Form-based Code within the Basalt Creek Planning Area, which both the Planning Commission and City Council wanted to have in the concept plan and for Staff to consider moving forward. This work was critical not only to revisit what was adopted five years ago, but also potentially in a new work program item next year, the Basalt Creek implementation work, which would involve looking at the Coffee Creek Form-based Code to see what should apply to Basalt Creek.

- She confirmed Coffee Creek was the first and currently the only Form-based Code area in the city, and it was the first example of an industrial Form-based Code. Form-based codes were often seen in urban areas where use is less important than form and to drive a pedestrian orientation. ~~so~~ [sentences not connected] Originally, Coffee Creek had an overlay district along Day Rd, but some of that Code was not in line with what the City wanted to do, so a Form-based Code was used to not only reflect that certain design standards were wanted in Coffee Creek, but also for Coffee Creek to support a multimodal system and have the human design element.

Cindy Luxhoj, Assistant Planner, presented the Coffee Creek Code Assessment update via PowerPoint, noting Staff sought input and direction on possible Development Code amendments to the Coffee Creek Industrial Design Overlay District. She briefly reviewed the location and background of the Coffee Creek Master Plan Area and Coffee Creek Form-based Code and explained that the Coffee Creek Assessment enabled the City to determine warranted adjustments to achieve the overall objective of providing a clear and quick development review process that fosters creation of the desired connected, high-quality employment center in Coffee Creek. She highlighted the key metrics used in the assessment and summarized the results to date.

- To make compliance more achievable for applicants, Form-based Code modifications were suggested to the Parcel driveway width on a supporting street; Parking location, design, extent on an addressing street; and required Canopy height at the primary building entrance. (Slides 8-10)
- Most of the applicant feedback in focused discussions was positive, and the assessments showed that the review tracks and process were working overall, so Staff's preliminary recommendations included no modifications to review tracks or processes.
- She concluded by asking if the Commission agreed with the suggested Development Code amendments that would maintain the review process and focus on adjusting the Form-based Code standards to reduce the need for waiver requests.



Commissioner Karr:

- Said he liked that the assessment solicited feedback from the applicants, not only on the process, but on the Code itself and amendment that would make the process smoother.
- Noted the Form-based Code was for an industrial area, but it did not seem to have been designed for an industrial area due to the obvious limitations for trucking, such as the 26-ft driveway, which was impossible to turn an 18-wheeler in.
  - Ms. Luxhoj added she had three focused discussions with various applicants and a follow-up discussion with one particular applicant last week who shared their insights on each of the design standards which she made detailed notes on and was very helpful.
    - Some standards did seem to be designed for different development than what the City was getting; she noted larger speculative industrial buildings were being developed that have full loading bays, so it did become challenging.
- Noted none of the projects were storefront-type developments, so employee parking encroaches on customer parking if there was not enough. Many developments in Coffee Creek appeared to be more industrial distributors without storefronts.
  - Ms. Luxhoj agreed three out of four of the developments did not have storefronts. Precision Countertops, which was a corporate headquarters, would have more customers given the retail showroom and offices at the front.
    - One challenge of the more speculative buildings was that the office endcaps were at the front of the building, but employee parking was required to be at the side or back of the building where trucks are, creating conflicts between employees, the security around the back of the building, etc.
    - Depending on the type of development, there was a desire to allow more employee parking at the front of the building so employees could access their place of work, rather than having to go through a building.

Commissioner Mesbah:

- Commented the design standards were intended to achieve what was envisioned, and changing the design because some other use wanted to modify the design standards in order to make a different design possible was not exactly visionary.
- Asked if the City was starting to see some economic or use information to indicate that what was envisioned for this light industrial commercial area was not being viable, which would support the need to reevaluate the design and use.
  - Ms. Luxhoj understood that the design or desired environment envisioned in Coffee Creek was for smaller buildings or multiple buildings on a site, more like a corporate headquarters or office building. She did not know if it was market dynamics or what was currently in demand, or some other factor, as she was not a market expert. The developments were more of the bigger warehousing and distribution type uses that require extensive flat floors to accommodate racking, etc.
    - The question about how to find the balance between what is being developed and what was envisioned in the Coffee Creek Plan and how it meshes with the current and future market would be addressed through conversations about which Code standards need to be changed, the resulting implications, and whether that was consistent with the vision for Coffee Creek.

- Recalled the Planning Commission had not envisioned big box warehousing, but rather gathering places for employees, walking trails, etc., more like an office campus with industrial mixed in. Though big box commercial was being phased out and there were a lot of empty spaces, this was not about big box commercial.
- Hoped there would be a more thorough reimagining of what the City wanted Coffee Creek development to look like because it was a special opportunity for Wilsonville to develop a 21<sup>st</sup> Century type of industrial campus and it seemed the City was perhaps, jumping the gun.
  - Daniel Pauly, Planning Manager, responded the process has been going on for a while. The market has shifted in terms of the vision of corporate or high-tech office, which were different markets now, and warehouse was often new commercial where everything is delivered to the consumer's door, so market forces were at play. Additionally, the design standards as written had not disallowed warehousing, but those projects had to go through more process, so it was not really changing the use, but creating more process.
    - Large warehouse buildings seen on Tualatin-Sherwood Road and elsewhere were adaptable. As was the former paper plant/warehouse/church on Boeckman Road which is now DW Fritz. The large, tilt-up concrete building had shown a lot of adaptive reuse over time.
    - Unless tilt-up concrete buildings were outlawed in the Zoning Code, the market was likely revealing that warehousing would continue to develop in Wilsonville. The question was whether to add more processes, which did not really stop it, or allow it through a Class 2 review.
- Noted if the market got skittish about high-density or middle housing, the City would stick with it. Rather than making warehousing difficult as part of the process, perhaps the City should have thought about prohibiting warehousing outright.
  - Mr. Pauly clarified the City did not make it that difficult, but just added another month or two to the process.
- Asked if the City should make it easy or go the other way of not allowing warehousing all over the place and require a higher use. Perhaps Coffee Creek was on the wrong side of the Metro area for what had been envisioned. Being a blank slate, he was not sure why the City would be less insistent.
  - Ms. Bateschell added the Coffee Creek Industrial Area was designated a Regionally Significant Industrial Area (RSIA) by Metro's Title 4, so it was more industrial in nature than other areas where one might see a lot of office in a downtown area or a campus/office environment, which can occur in an RSIA, but by its nature, RSIA would allow manufacturing, warehousing, distribution, so those uses were always allowed and envisioned for the Coffee Creek area. The key issue was how those uses/buildings would look, which was why the City went through a Form-based Code to utilize design standards that create a more inviting, industrial area that may have manufacturing and industrial uses, so it was a question of how those uses would be designed and made to interface with other kinds of RSIA expectations and standards for an industrial area. Obviously, an office or office/manufacturing campus could also locate in Coffee Creek and would likely be able to meet some of the design standards more easily than some warehouse distribution types. However, the Form-based Code would still dictate the size of the buildings and the length of the frontage, which were very important throughout the Form-based Code process.

- The City acknowledged some warehousing would be built, though maybe not to the extent it has given the stronger market right now, but the goal was to ensure it was not a mile or half-mile long as seen in other places.
- Perhaps the Commission would want the waivers to remain part of the process. She believed some design standards around trucking may have been written a bit too stringent initially, knowing trucks were likely going to be coming to all those spaces, even if it was a campus environment.
- Added perhaps the sample population was not large enough with only one of three developments going in the direction the Commission preferred and the other two going the other way, so maybe it was an okay mix thus far.
  - Ms. Bateschell confirmed that was possible, noting the area was highly parcelized, so without any aggregation it was hard to know.
  - Ms. Luxhoj added that every development has a wayside and is very pedestrian-oriented, providing a place for people on bikes or walking to sit and relax. While most of the buildings were tilt-up concrete, the architecture and design of the buildings were exceptional.
    - The Black Creek project had an insane number of reveals on all sides of the building, which was beautiful; the ceiling heights within the office areas were consistent with the canopy, and when she toured the building, there were so many skylights that the building was perfectly lit even with no lights on. The building was really well done.
  - Ms. Bateschell encouraged the Commissioner to go down Garden Acres Road to see how some buildings were being built, noting two were either complete or near complete.
    - She commended Ms. Luxhoj for her work with the Applicant to preserve trees on the Black Creek site, noting the building was very large for the area and the City's standards as the applicant had definitely maximized the footprint on the property which resulted in a lot of trees being removed; however, some very significant trees were preserved on the corner of the parcel which was where the wayside was created for residents or pedestrians walking in the area in the future.
    - She noted some standards should be maintained, like not allowing parking to overtake a building's frontage, which could block a beautiful building or the wayside. At the same time, the parking standard could potentially be modified in a way to not trigger the Development Review Board (DRB) review. Staff had worked very hard with applicants who did increase the number of parking spaces to do additional screening to the mid- to high-screen standards; not allowing the increase to be an indefinite increase, but up to a certain percentage which could be written into the Code to allow the flexibility for a project to go through a Class 2 process.
      - The Commission could still have the original standards, but then have an adjustment that the Planning Director could make if other standards were met, which was similar to the DRB where the intent of the Form-based Code still had to be met when additional items were proposed/waivers requested.
      - A process could be written into Code that if the initial standards are not met, x, y, z must be done to get an extra allowance; and if those could not be met, or if they were looking for a considerable versus a modest adjustment. it might trigger the waiver process at DRB.
- Stated he had always favored giving Staff the ability to problem solve with the applicant, so that direction was fine, especially given the current Planning Director, adding there had to be trust in

who was negotiating on the City's behalf. Some standards were positive, but some, like an 18-ft retaining wall against a landscape resource was not in line with the vision, part of which was to meet the existing landscape in a way that embraced it and did not turn its back to it. He was also alarmed by other potential negatives, like an ocean of parking in front of a building, which brought Fry's to mind.

- Commended Ms. Luxhoj for her work, noting that some things applicants were pushing for were not what the Commission had in mind. He wanted to consider ways to problem solve and keep the vision.

Commissioner Willard thanked Ms. Luxhoj for her first Planning Commission presentation and the City for having the diligence to follow up with the pilot as planned. She stated she was directionally aligned with reducing the need for waivers with Form-based Code applications.

Commission Hendrix:

- Appreciated the follow-through with the applicants to get feedback and the update on the pilot.
- Asked whether Staff anticipated more variety in the waiver requests and how was that accounted for in the discussion or was it based on the waivers seen to date.
  - Ms. Luxhoj responded it was difficult to know what future applications would be received but given the configuration of the undeveloped properties in Coffee Creek, which were long and skinny, she did not believe warehouse/distribution buildings could be built, unless properties were combined.
    - The most waivers had been requested by bigger buildings, so corporate headquarters with smaller buildings would likely get really close to getting through the process without big waivers. Precision Countertops was very close except for the driveway width, which required a waiver. The Black Creek site had the most with a total of seven waivers, which could be because it had two addressing streets and a supporting street.
- Stated she was definitely open to having more discussion on what changes could be made or not.
  - Ms. Luxhoj believed having possible adjustments to the standard 24-ft driveway width, which was an issue when there were two driveways off the supporting street. Black Creek and Precision Countertops were able to meet the standard on driveways to the passenger vehicle parking areas, but the second driveway for truck access required a wider width so trucks could make the turn. A suggested change was in instances with a second driveway off a supporting street to a truck loading/unloading area, a wider driveway would be allowed.

Ms. Bateschell confirmed the limited driveway width standard was to ensure the apron was not too wide for pedestrians to cross. She acknowledged that the consultants at the time did more urban and less suburban style development, so there may have been a tendency to present standards that might fit better in an urban environment, including an industrial area in Portland, though she was not certain. While Wilsonville Staff may have understood the reason for reducing the widths to achieve the connectivity and pedestrian-oriented nature more prevalent than in other areas, the numbers might not have been scrutinized to a great degree.

Commissioner Mesbah suggested a solution that the driveway would have 24-ft pavement with two, 8-ft aprons of lattice concrete/pervious pavement with grass, which would look like lawn, yet support a semi-truck driving over it. He wanted to clarify if the intent was to avoid having huge expanses of

paved roads coming into the frontage, or if the driveway width was related to some function, like stormwater runoff, which would be reduced by pervious pavement.

Chair Heberlein:

- Agreed overall with the direction and looked forward to seeing how the modifications progressed and what would be proposed.
- Confirmed with Staff that there was no requirement for applicants to post signs that parking in front of the building was short-term, an hour or less. When visiting a business, he tends to stay more than an hour, so he would not expect visitor parking spaces to have a one-hour or less time limit. He understood the intent of rule was that it was not a long-term parking area to store commercial vehicles for days at a time.
- Noted that given the low traffic volumes for most of the developments, he did not anticipate a 40 ft driveway entrance being unsafe from a pedestrian standpoint, so when considering that standard, he suggested making sure the City was comfortable with the potential traffic loads to make sure it is safe or consider a flexible space, as mentioned by Commissioner Mesbah, to allow for the transit while still retaining a smaller visual appearance.

## INFORMATIONAL

4. City Council Action Minutes (July 17 and August 7 & 21, 2023) (No staff presentation)
5. 2023 PC Work Program (No staff presentation)

Miranda Bateschell, Planning Director, reminded the first development application was just approved in the Wilsonville Town Center that would construct a building and part of a local street consistent with the Wilsonville Town Center Vision and Plan. No designation had been made regarding a street naming scheme in Town Center, so Staff inquired with the Diversity, Equity, and Inclusion (DEI) Committee about engaging with the community in brainstorming an inclusive street naming guide, scheme, and list for the Town Center. Staff presented at the DEI Committee last night, asking them for direction on a street naming scheme and would work with them on developing an actual street name list that would accompany that scheme. Staff hoped to have the street naming project completed by the beginning of the calendar year in line with when the developer would need that information.

Commissioner Hendrix:

- Asked if the City or Planning Department used an equity analysis or a set process like a standard set of questions to ensure that all disparities, mapping, and data were considered.
  - Ms. Bateschell replied the City had not established a formal questionnaire or assessment that each department or division would go through for each project. Staff was working with the DEI Committee to look at different projects and processes internal to the City, so that analysis or process might result from that work. She could also pose the question to Staff members who liaison with the DEI Committee to see if they would be interested in discussing it further.
  - The Planning Department tries to think about those issues and be knowledgeable about the history of their profession and the impact of the City's policies and bring in information and data where possible, as well as realizing Staff's limitations. In the street naming project, Staff realized it was not a job Staff needed to do and it was something that could be broadened within the community and involve a more inclusive process. Currently, no process was set, but hopefully there would be in the future.

## **SUMMARY OF FEEDBACK FROM COFFEE CREEK FORM-BASED CODE FOCUSED DISCUSSIONS**

### **Feedback about Process:**

Many comments received about the timeliness and predictability of the land use review process were not specific to the two-track process in Coffee Creek, but to land use review in general, particularly related to pre-application meetings and completeness review.

Information provided by the City, from all Departments/Divisions, at pre-application meetings needs to be as detailed as possible to enable an applicant to design and prepare plans for land use review that meet applicable standards, as rework during site design is costly and causes delay. However, it can be difficult at the pre-application stage to provide detail about a particular site plan, because designs will evolve as requirements and standards are better understood during land use review.

Follow-up meetings post pre-application, which are offered by the City, need to happen more than they do as they are helpful to applicants. But these meetings add to review time to organize and coordinate schedules, so a balance is needed.

Applicants need detailed guidelines about rules and requirements so they have clarity about what they are trying to design. No clarity leads to no predictability and, thus, delay. However, applicants also need to spend time understanding what the City is trying to accomplish, so everyone is on the same page as early in the process as possible.

Getting from the pre-application meeting to application submittal can be challenging. This is particularly the case when an applicant modifies their original design to respond to staff input provided at the pre-application meeting and the revised design raises new questions or concerns about compliance with the standards.

It is critical for the applicant to have definite information at the front of project planning for pro-forma and financial commitments. Drastic changes to a site plan that may be needed before submittal for land use completeness review have ripple effects on project design. For example, while the design standards for Supporting Streets are intentionally flexible to accommodate the unique characteristics of each project site, this can be perceived by the applicant as ambiguous and open to interpretation and they may struggle to find an acceptable design solution. This affects speed to market, which is key in speculative building.

With respect to projects in Coffee Creek, the timeline has been reasonable for land use review. But cyclical rounds of review and needed adjustments in some cases were challenging and, in applicants' opinion, time consuming.

Applicants prefer a concrete estimate of timeline to approval and work backward from there to map out their project schedule. If the City provides a timeline estimate and there are delays, either on the applicant's part or in staff response, that prolong the process, this is frustrating for the applicant and has ripple effects on scheduling, cost estimating, budgeting, etc. If the City can answer the biggest question – How long will land use review take? – with certainty at the pre-application meeting, everyone benefits. Now that four projects have gone through the land use review process in Coffee Creek, it may be prudent to adjust the timeline estimate to reflect the experience.

Going to City Council first for annexation and Zone Map amendment as is allowed in Coffee Creek is a significant benefit for applicants, with respect to time savings, and the process has been fairly smooth and worked as anticipated.

After application submittal for completeness review, the land use review process in Coffee Creek was generally predictable and timely. Staff is a good partner and great to work with. At times, more detailed review during completeness from all Departments/Divisions could be helpful. In addition, City review and feedback to the applicant can lag when issues come up. It would be helpful in these instances for staff to mobilize around the issue in a timely manner so it can be addressed quickly and the project can continue to progress through the review process. Timely and frequent conversations are needed throughout the process.

Overall applicants feel staff works very hard to get to yes on applications in Coffee Creek. However, in applicants' opinion it is possible that predictability and timeliness could be improved with more communication with the applicant during completeness review, which could result in fewer incompleteness and compliance items. Also, applicants would prefer more conditions of approval in the land use decision, rather than trying to dial in an application before the decision is issued. Detailed reviews are helpful, but applicants question how many such reviews are enough before outstanding items are conditioned so the project can move forward in the process.

Predictability and timeliness could be improved if some latitude or flexibility was built into the land use approval that anticipates subsequent design changes at the construction permitting stage and either considers the changes substantially compliant or as Class 1 Administrative Review. Returning to the original approving body or going through subsequent Class 2 Administrative Review following approval adds significantly to the project timeline.

**Feedback about Intent of FBC:**

There appears to be a disconnect between some of the form-based code standards and development typologies described in the Pattern Book and actual development occurring in Coffee Creek. Of the four approved projects in Coffee Creek, three are large single- or two-tenant, speculative industrial warehouse distribution facilities with office endcaps, and one is a corporate headquarters with office, showroom, and manufacturing components. Except for the corporate headquarters, these developments do not fully match the envisioned typologies, which include a mix of uses and more than one building on a site, as well as multi-story office buildings. As a result, achieving fully compliant design, particularly with site design and building form standards, is challenging and resulted in requested waivers. If on-the-ground reality is not fully consistent with the vision for Coffee Creek development typologies but still desirable, does there need to be adjustment to some of the form-based code standards to better align them with market conditions and to anticipate what might come in the future?

The question was raised as to whether the intent of the form-based code is being met with development that has occurred to date, and what the City wants to set the stage for in the future. Now that four projects have gone through the land use review process, what do the next four projects want to be? It could be helpful to have an evolving Master Plan for Coffee Creek that adjusts as projects are constructed to see how they all work together. The Master Plan should be a living document and road map to the future that adapts and updates as the area evolves with development.

### **Feedback about FBC Standards:**

Prescriptive standards can limit innovative design. If a proposed development does not follow Code verbatim, but is a desirable or creative design that the City would like to see developed, is there a path to approval or does the design have to be less or different just to meet the standards? It was suggested that flexibility is needed in the standards, within the administrative review process, to enable the ability to pivot and accommodate divergence, while still achieving the City's vision for the area.

Speculative building (e.g., Black Creek Group) is very different from build-to-suit (e.g., Precision Countertops). Designing standards that work for both types of buildings while not impossible is extremely challenging because of differing operational and site design needs. Speculative users have a list of desirable characteristics for a site and they want to check as many as possible off the list. The purpose of constructing a speculative building is to attract a high quality tenant by checking as many of the boxes as possible based on standards that work for the industry, while making Wilsonville the most desirable location for a prospective user when compared with the larger market.

Applicants want to look at the form-based code and understand what is required. This necessitates that the standards be crystal clear, so that project planning and site design is predictable and there are not gray areas.

Standards that speak to operations are of primary importance from the applicant's perspective and need to be "all dialed in", then the form-based code overlays "desired features" (landscaping, connectivity, etc.) to get what is desired. When they are inflexible or do not make sense operationally, standards cannot be achieved and waivers are needed to enable what operationally works. If the standards that speak to operations are right, it facilitates the process and does not hinder achieving a predictable result. The standards should be reviewed with an eye to allowing more latitude or a higher threshold without requiring a waiver for those that address operations.

### Driveway Width

Limiting the driveway width from a Supporting Street to a maximum of 26 feet with adjustment is problematic. There should be an allowance for a wider driveway, at least 40 feet wide, to accommodate large truck movements entering/exiting a site. A narrower driveway is fine for passenger vehicles and smaller delivery trucks. Other factors that affect driveway width include such things as restricted access to/from a supporting street, angle of approach, etc.

### Parking Location and Design on an Addressing Street

Location and design of passenger vehicle parking is dictated by where loading docks are located - rear, front, side, or cross – characteristics of site, size and orientation of building, etc. With a front load building, it is rare not to see parking in the front. Smaller sites also usually prefer to have parking in the front of the building. This is important to operations, security, and accessibility for employees and customers.

A secure truck court and yard is a high priority need for industrial users. Separating truck and passenger vehicle traffic is essential for safety. Limiting parking, in both number and who can park there, at the front of the building makes achieving separation challenging. If parking is not at the front, then the truck court likely will be on the front, which is less desirable from an aesthetic standpoint.



Allowing 20 spaces maximum with adjustment at the front of a building is extremely limiting. It was suggested that the ratio of allowed parking on an Addressing Street should be adjusted based on the square footage of the building, thus allowing more parking at the front for a larger building size.

Many large industrial users do not have visitors and customers, but do have a large number of employees, particularly in office areas, which are at the front of the building. Some spaces at the front of the building, therefore, should be available for use by employees and not limited to ADA, visitors and customers.

### Retaining Walls

Large, flat industrial buildings result in the need to have more and/or taller retaining walls. This is especially true when it is necessary to meet grade on multiple streets around a site. Requirements should be tied to characteristics of an individual site, rather than a uniform standard. Making grade to a street is a key determinant of wall design. In addition, more topography results in the need for more walls. Because walls are very costly, drivers (cut/fill, cost, topography, etc.) will naturally limit their height.

Perhaps consider a proportional approach based on the slope of a site or height as a function of overall cross-slope of a site based on a project that already has been constructed, such as Black Creek Group.

If a retaining wall is not visible from an Addressing Street and primarily visible from the interior of a site, why does it matter what the wall looks like?

The requirement for horizontal offset is problematic. It is prudent to look at aesthetics of a retaining wall, because construction materials vary substantially. However, it may not be possible to integrate the offset or stepped design in landscape areas within the limited constraints of a site.

### Entry Canopy Height

A lower entry canopy height than the required 13.5 feet minimum with adjustment makes more sense. Twelve (12) feet is preferable from a functionality standpoint. Standard storefront systems have a natural break at 12 feet. Better weather protection and pedestrian scale is achieved at 12 feet.

Interior ceiling height is typically dropped to 9-10 feet, but a height matching a 12-foot canopy gives a more open feel to the interior and allows better interior/exterior integration. If there is a mezzanine (second story office, not storage mezzanine), the ceiling is usually at 9 feet for first floor, which makes 12 feet problematic.

### Building Massing and Base, Middle, Top Dimensions

The overall building massing standard with base, middle, top dimensions probably hinders design and is not productive. Design can be scaled well without the dimensional requirements. The standard results in prescriptive design, causing overall design aesthetic to suffer. The same effect can be achieved with a variety of materials. An alternative methodology is needed that gets the desired "high quality" design.

Requirements for dimensional (recede, project) definition of base and top, rather than just visual, is difficult to achieve with poured slab concrete tilt-up buildings. Allowing applicants to make some trade-offs, such as using graphic treatments, that accomplish the intent of a physical off-set have the same effect from a distance. Paint schemes and reveals are more effective in adding variety and dimension.

Can the standard be adjusted to achieve the same visual interest and variety desired, but in a less prescriptive way? The standard product today is much more interesting and aesthetically pleasing and driven by a market that demands quality. The standards should be flexible and adaptable as the market changes now and in the future.

#### Landscape Buffer Areas on Addressing and Supporting Streets

Are landscape buffers between a building and/or parking and the public right-of-way necessary? Buildings in urban areas are right up to the street. Is Coffee Creek trying to achieve a suburban model with ample landscape buffers or a more urban aesthetic?

#### Street Typologies

Street typologies do not align with the Transportation System Plan (TSP) and Engineering Design Manual. This results in negotiation with Engineering staff about street design, leads to confusion, and can make redesign necessary. Required infrastructure design under the streets also needs to be calibrated.

Requiring a Supporting Street, in a public easement, on the edge of an industrial site can make truck circulation more difficult because they are circulating on a public way with other vehicle types. This can put a site at a disadvantage because a large part of the site is reserved for connectivity rather than site circulation.

Agglomeration of sites would help achieve envisioned development and spread the cost burden of Supporting Street infrastructure more equitably across owners/developers.